

# HUGHSON

## GENERAL PLAN

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY

APR 22 1993

UNIVERSITY OF CALIFORNIA



VALLEY PLANNING CONSULTANTS





HUGHSON CITY COUNCIL

RESOLUTION NO. 85-39

RESOLUTION AMENDING GENERAL PLAN

WHEREAS, the Planning Commission of the City of Hughson has recommended unanimously that the Land Use Element of the General Plan of Hughson, which shows certain property, more particularly described as beginning at the Northeast corner of Locust and First Streets, thence East 271.78 feet; North to Fox Road; West 230.36 feet; then South to the point of beginning, in the City of Hughson, be amended to change the Land Use description from "Residential - Medium-High Density" to "Residential-High Density"; and

WHEREAS, the Planning Commission of the City of Hughson has recommended, and the City Council of the City of Hughson has adopted a Negative Declaration with respect to such recommended change; and

WHEREAS, a hearing was held on such recommended change to the Land Use Element of the Hughson General Plan on August 26, 1985:

NOW, THEREFORE, BE IT RESOLVED that:

1. The Land Use Element of the General Plan of the City of Hughson is amended to change the description of that land in the City of Hughson described as beginning at the Northeast corner of Locust and First Streets, thence East 271.78 feet; North to Fox Road; West 230.36 feet; then South to the point of beginning, from "Residential-Medium-High Density" to "Residential-High Density".





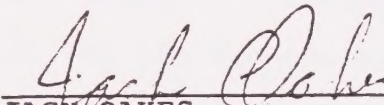
PASSED AND ADOPTED at a regular meeting of the City Council of the City of Hughson held on August 26, 1985, by the following vote:

AYES: Mayor Pro Tem Oakes, Councilmembers Stewart, Councilmember Spears.

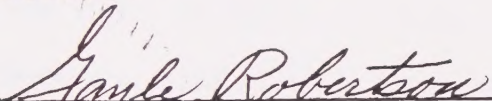
NOES: None


ABSENT: Mayor Trieweller, Councilmember Jacobs

ABSTENTION: None

  
\_\_\_\_\_  
JACK OAKES  
Mayor Pro Tempore

ATTEST:

  
\_\_\_\_\_  
GAYLE ROBERTSON  
City Clerk



Digitized by the Internet Archive  
in 2025 with funding from  
State of California and California State Library

<https://archive.org/details/C124908850>



1 CITY OF HUGHSON  
2 RESOLUTION NO. 84-25  
3

4 RESOLUTION ADOPTING A REVISED COMPREHENSIVE  
5 GENERAL PLAN FOR THE CITY OF HUGHSON  
6

7 WHEREAS, the City Council of the City of Hughson  
8 recognizes the need to plan for the future growth and develop-  
9 ment of the City of Hughson; and

10 WHEREAS, the Planning Commission and City Council of  
11 the City of Hughson have caused to be prepared a comprehensive  
12 General Plan, including maps, diagrams, and a text entitled  
13 "Hughson General Plan", for the physical development, social  
14 well-being, and economic growth of the City of Hughson and the  
15 land inside its planning area, which documents together shall  
16 hereinafter be referred to as the "Hughson General Plan"; and

17 WHEREAS, during the formulation and consideration of  
18 the Hughson General Plan there have been joint meetings of the  
19 Planning Commission and City Council of the City of Hughson,  
20 consultation with public officials and agencies, civic, educa-  
21 tional, professional, and other organizations, and citizens of  
22 the community regarding the development of the Hughson General  
23 Plan; and

24 WHEREAS, the Hughson General Plan has been prepared in  
25 conformance with the State Planning and Zoning Law and the State  
26 General Plan Guidelines; and

27 WHEREAS, the Planning Commission of the City of  
28 Hughson at a regular meeting thereof on May 23, 1984, held a

1 public hearing on the Hughson General Plan; and

2 WHEREAS, the Planning Commission for the City of  
3 Hughson at the regular meeting thereof on May 23, 1984, con-  
4 sidered and approved the Hughson General Plan in Resolution No.  
5 84-02 and Resolution No. 84-03; and

6 WHEREAS, a Final Environmental Impact Report was  
7 prepared for the Hughson General Plan in compliance with the  
8 California Environmental Quality Act and the State CEQA Guide-  
9 lines and certified by the City Council of the City of Hughson  
10 at a regular meeting thereof on June 25, 1984, and Resolution  
11 No. 84-24; and

12 WHEREAS, the City Council of the City of Hughson at a  
13 regular meeting thereof on June 25, 1984, held a public hearing  
14 on the Hughson General Plan; and

15 WHEREAS, the Hughson General Plan is before the City  
16 Council of the City of Hughson for consideration and adoption:

17 NOW, THEREFORE, BE IT RESOLVED AND IT IS HEREBY  
18 RESOLVED that the City Council of the City of Hughson finds and  
19 declares:

20 1. The Final Environmental Impact Report for the  
21 Hughson General Plan was presented to the City Council of the  
22 City of Hughson and the information contained therein was  
23 reviewed and considered by said Council prior to its adopting  
24 the Hughson General Plan.

25 2. The Hughson General Plan is approved and adopted  
26 in the form attached hereto.

27 3. The Mayor of the City of Hughson is authorized  
28 and directed to endorse a record of this action upon the Hughson



1 General Plan and any other related material.

2 4. The City Clerk of the City of Hughson is authorized  
3 and directed to endorse and file a copy of the Hughson General  
4 Plan in the form attached hereto, together with a certified copy  
5 of this Resolution.

6 PASSED AND ADOPTED by the City Council of the City of  
7 Hughson at a regular meeting thereof held on this 25th day of  
8 June, 1984, by the following vote:

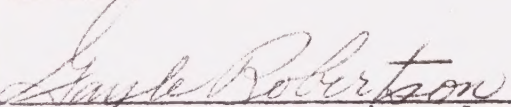
9 AYES: Councilmembers OAKES, SPEARS, STEWART, LUND,  
10 and Mayor TRIEWEILER

11 NOES: NONE

12 ABSENT: NONE

13   
14 WILLIAM TRIEWEILER, Mayor

15 ATTEST:

16   
17 GAYLE ROBERTSON, City Clerk





# **CITY OF HUGHSON GENERAL PLAN**

VALLEY PLANNING CONSULTANTS  
529 West 20th Street  
Merced, California 95340

- Project Management  
and Final Preparation

With special assistance from:

Stanislaus Area Association  
of Governments  
814 14th Street  
Modesto, California 95354

- Housing Element  
- Circulation Element

Brown-Buntin Associates  
2327 South Redwood Drive  
Visalia, California 93277

- Noise Element





## TABLE OF CONTENTS

	<u>page</u>
INTRODUCTION	i
POPULATION AND ECONOMY OF THE HUGHSON PLANNING AREA	iii
I. LAND USE ELEMENT	
A. INTRODUCTION	1
B. LAND USE DEFINITIONS AND STANDARDS	2
TABLE FOR ZONING CONSISTENCY	6
C. OVERALL OBJECTIVES FOR LAND USE	6
D. SPECIFIC POLICIES FOR OVERALL LAND USE	7
E. OBJECTIVES AND SPECIFIC POLICIES FOR RESIDENTIAL LAND USE	11
F. OBJECTIVES AND SPECIFIC POLICIES FOR COMMERCIAL LAND USE	14
G. OBJECTIVES AND SPECIFIC POLICIES FOR INDUSTRIAL LAND USE	16
FIGURE I-1 - DOWNTOWN CONCEPT	17
H. PUBLIC FACILITIES	18
FIGURE I-2 - RECOMMENDED INDUSTRIAL PARK PRIORITIES	19
II. CIRCULATION AND SCENIC HIGHWAY ELEMENT	
INTRODUCTION	20
SCENIC HIGHWAYS	21
STREETS AND ROADS	22
FIGURE II-1 - HUGHSON STREET SECTIONS	23
FIGURE II-2 - CIRCULATION PLAN	25
FIGURE II-3 - CIRCULATION IMPROVEMENT CONCEPTS	27
PUBLIC TRANSPORTATION	28
RAILROADS	29
BICYCLES	30
PEDESTRIAN	31
AIRPORTS	32

## TABLE OF CONTENTS continued

	<u>page</u>
III. HOUSING ELEMENT	
INTRODUCTION	33
THE RECOMMENDED FIVE YEAR HUGHSON HOUSING PLAN	34
TABLE III-1 - IMPLEMENTATION OF HOUSING ACTIONS	40
IV. NOISE ELEMENT	
INTRODUCTION	43
BACKGROUND	43
EXISTING AND FUTURE NOISE ENVIRONMENT	44
TABLE IV-1 - DISTANCE FROM CENTER OF ROADWAY TO CONTOURS	46
TABLE IV-2 - RAILROAD OPERATIONAL DATA	47
TABLE IV-3 - DISTANCE FROM CENTER OF TRACK TO CONTOURS	48
FIGURE 1 - HUGHSON STUDY AREA AND NOISE MONITORING SITES	51
TABLE IV-4 - SUMMARY OF MEASURES NOISE LEVELS	52
COMMUNITY NOISE EXPOSURE INVENTORY	53
TABLE IV-5 - NUMBER OF PERSONS RESIDING IN NOISE IMPACTED AREAS	53
DISCUSSION AND RECOMMENDATIONS	54
FIGURE 2 - EXISTING AND PROJECTED DAY/ NIGHT AVERAGE LEVEL CONTOURS	55
FIGURE 3 - LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS	57
APPENDIX A - ACOUSTICAL TERMINOLOGY	59
APPENDIX B - TRAFFIC NOISE PREDICTION	60
V. SEISMIC AND PUBLIC SAFETY ELEMENT	
A. PURPOSE	61
B. SEISMICITY	61
TABLE V-1 - MERCALLI INTENSITY SCALE	62

TABLE OF CONTENTS continued

	<u>page</u>
C. GENERAL GOALS AND OBJECTIVES	63
FIGURE V-1 - REGIONAL FAULT ZONES	64
FIGURE V-2 - EXPECTABLE EARTHQUAKE INTENSITY	64
D. SPECIFIC POLICIES	65
 VI. OPEN SPACE AND CONSERVATION ELEMENT	
A. PURPOSE	68
B. EXISTING OPEN SPACE INVENTORY	68
FIGURE VI-1 - SOILS MAP	69
FIGURE VI-2 - SPHERE OF INFLUENCE	70
FIGURE VI-3 - PARK SYSTEM	74
FIGURE VI-4 - PROPOSED MULTI-USE PARK	77
C. GENERAL GOALS AND OBJECTIVES	78
D. OPEN SPACE CONSERVATION POLICIES	79
E. CULTURAL RESOURCE CONSERVATION POLICIES	79
F. ENERGY CONSERVATION POLICIES	79
G. AIR QUALITY MANAGEMENT POLICIES	81
 GENERAL PLAN MAP AND SPHERE OF INFLUENCE	 back pocket
 HOUSING ELEMENT	 Appendix A





## I. INTRODUCTION

### A. GENERAL PLAN PURPOSES

State law requires that all cities and counties in California must prepare and periodically revise comprehensive, long-range general plans for the development of their communities, and must approve only those development projects which are consistent with these general plans.

### B. GENERAL PLAN CONTENTS AND FORMAT

To be legally adequate, a general plan must address each issue prescribed by state law as it applies to the community; address each issue through data and analysis, policy, and an implementation program; be internally consistent and long term; and cover all territory within the jurisdiction and any adjacent related lands, while reflecting the needs of the regional population (Government Code Section 65300). "The General Plan shall consist of a statement of development policies and shall include a diagram or diagrams and text setting forth objectives, principles, standards, and plan proposals." The state law also requires that the plan include at least the following elements (Government Code Section 65302):

- |                 |                    |
|-----------------|--------------------|
| a. land use     | f. seismic safety  |
| b. circulation  | g. noise           |
| c. housing      | h. scenic highways |
| d. conservation | i. safety          |
| e. open space   |                    |

Other elements are permissive, and any of the above elements can be combined at the discretion of the jurisdictions, provided that all element content requirements are met. On this basis, the Hughson General Plan combines the required components into 6 elements, as described below:

1. Land Use Element: Designates the general distribution, location, and extent (including standards for population density and building intensity) of the uses of land for housing, business, industry, open space, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses.

2. Circulation and Scenic Highway Element: Identifies the general location and extent of existing and proposed major roads, highways, railroad and transit routes, terminals, and other local public utilities and public facilities, and prescribes the development, establishment, and protection of scenic highway corridors.

3. Housing Element: Consists of standards and plans for the

improvement of housing and the provisions of adequate sites for housing to meet the needs of all economic segments of the community. This document only includes the Recommended Five Year Hughson Housing Program. The complete text of the Housing Element is set forth in Appendix A.

4. Noise Element: Examines noise sources yielding information to be used in setting land use policies for compatible uses and for developing and enforcing a local noise ordinance.

5. Seismic and Public Safety Element: Establishes standards and plans for the protection of the community from fires, seismic and geologic hazards.

6. Open Space and Conservation Elements: Details plans and measures for the preservation of open space for natural resources, for the managed production of resources, for outdoor recreation, and for public health and safety. The Conservation Element provides for the conservation, development, and use of natural resources.

State law refers to, but does not define or rank, "objectives", "policies", "principles", "standards", "plan proposals" and "programs" in the general plan. The State of California, Office of Planning and Research, has issued the advisory State of California General Plan Guidelines, which (1) provide that the general plan shall address each issue through data and analysis, policy, and implementation measures, to the extent each applies to the jurisdiction, and (2) suggests definitions and ranking for the above terms.

In this document, the following definitions, adopted from the General Plan Guidelines, are used.

1. General Policy: A collective term describing those parts of the general plan that guide action, including goals, objectives, specific policies, principles, plan proposals, and standards in both the text and diagrams.
2. Goals: The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.
3. Objective: A measurable goal.
4. Specific Policy: A specific statement guiding action and implying clear commitment.
5. Plan Proposal: An explanation of how specific policies apply to a particular area. Plan proposals can also take the forms of diagrams.
6. Standards: A specific, often quantified guidelines defining the relationship between two or more variables.



7. Principle: A assumption guiding plan proposals, standards, and implementations.
8. Implementation Measure: An action, program, procedure or technique that carries out the general policy.

Thus, the acquired data, including citizen input, input from the Planning Commission and City Council, and the analysis of that data, result in the derivation of the desired goals. Objectives are established, utilizing principals and standards (where appropriate), to accomplish the desired goals, and specific policies and plan proposals (where appropriate), are set forth to accomplish the objectives. All of the foregoing constitute the general policy. Where appropriate, implementation measures to carry out the general policy are established.

Each of the elements discussed above (except where other specific requirements are made by law, as, for example, the Housing Element) contains an introduction, and sets forth, for that element, the general policy and implementation measures, to the extent the issues under that element apply to Hughson. Specific parts of the general policy (i.e., goals, objectives, standards, etc) may be combined under appropriate headings or may be omitted where unnecessary.

## C. SUMMARY OF POPULATION AND ECONOMY OF THE HUGHSON PLANNING AREA

### 1. Population Data

The 1980 Census indicated that Hughson's population was 2,943, an increase of 799 people (37.3%) since 1970. The median age of the population is 34 years old. The population is predominantly White (82.8%), with persons of Spanish origin accounting for 17.2% of the population.

### 2. Population and Projected Population Growth

Hughson's population is expected to increase to approximately 4,761 by the year 2000. This will be an increase of 61.7% from the year 1980.

	<u>1975(1)</u>	<u>1980(2)</u>	<u>1985(3)</u>	<u>1990(3)</u>	<u>1995(3)</u>	<u>2000(3)</u>
City	2,459	2,943	3,639	3,986	4,405	4,761
Increase/ 5 Years		19.7%	23.7%	9.5%	10.5%	8.1%
Planning Area	3,438	3,887	4,583	4,930	5,349	5,840
Increase/ 5 Years		13.1%	17.9%	7.6%	8.5%	9.2%

SOURCES:

1. 1975 Special Census
2. 1980 Census
3. Projections for Stanislaus County, Update, June 1982

3. Economy

The economy of the Hughson area is primarily based on agriculture. Hughson is at a competitive disadvantage with nearby urban centers for industrial and trade expansion. The City lacks the physical infrastructure, housing market and labor force to attract major industrial development away from the growing Modesto-Ceres urban area. Any major expansion of the trade and services sector is also unlikely without significant growth in the local population.

There were approximately 926 employed people residing in Hughson when the 1980 Census was taken. Five hundred and eighty-five (585) of these worked outside of the Hughson area, 139 of them in Modesto. The major industries in terms of employment were: (a) nondurable goods, manufacturing (205); agriculture, forestry, fisheries and mining (146); and (c) retail trade (138).

## SUMMARY OF GOAL STATEMENTS

### LAND USE ELEMENT

To ensure that Hughson is a viable, identifiable, full-service community.

To promote a balanced and functional mix of residential, commercial, industrial, and open space land uses within the planning area consistent with community values.

To provide concrete predictable guidance for public and private investments that are related to land use within the planning area.

To reflect the opportunities and constraints affecting land use in terms of the physical infrastructure and other factors identified in the other elements of the General Plan.

To locate all urban development within the City.

To encourage a concentrated and balanced land use pattern meeting the needs of the residents and economy of the planning area.

To emphasize the infilling of vacant land within and revitalization of the existing City.

To manage the location, extent and timing of urban growth within the planning area so that it will be compatible with the economy, natural resources of the area, and the urban service capabilities of the City.

To conserve agricultural land to the maximum practical extent that is commensurate with the orderly growth and development of the City.

To coordinate with Stanislaus County and Stanislaus County Local Agency Formation Commission in planning for and regulating the use of land in unincorporated portions of the planning area.

### CIRCULATION AND SCENIC HIGHWAYS ELEMENT

To promote efficient and safe movement of goods and persons.

To promote for efficient use of existing facilities while protecting the environmental quality and encouraging the wise and equitable use of economic and natural resources.

To actively direct support for optimum rail service.

To specify the placement of curb, gutter and sidewalks so as to maintain safety and convenience for pedestrians and motorized



traffic for all street improvements.

To make painted crosswalks and proper placement of signs a part of Hughson's pedestrian amenities.

To promote and utilize design and location criteria for pedestrian ways which enhance their use and safety throughout the City. This should include proper location of street lights, street signs, fire hydrants, and other obstacles which often are placed in the middle of sidewalks and other pedestrian ways, and criteria for corner curb cuts to accommodate wheelchairs, baby strollers, etc.

To actively support appropriate local and state legislation which provides for an increased level of safety and convenience for pedestrian way users.

To promote and enhance the pedestrian environment in the central business area and other major commercial areas through the use of plazas, malls, arcades, walk-throughs, and the establishment of shade trees and rest areas with seating facilities.

To require all new development in residential, commercial, industrial and government facilities to conform to a city-adopted set of parking specifications. Off-street parking is important to improve safety and efficient use of City streets, and should be encouraged in improving older areas as well as developing new ones.

#### HOUSING ELEMENT

To provide the opportunity for the construction of new units to serve as replacements for existing and projected low and moderate income dilapidated houses.

To provide opportunities for the moderate and low income housing, which will include the rehabilitation of deteriorating housing units, to construct room additions on homes of inadequate size, and to take direct action to halt the decline of deteriorating neighborhoods.

To provide the opportunity for low and moderate income households in the Hughson Market Area to obtain rental housing which is priced within their economic means.

To provide and maintain essential public services for Hughson residents at reasonable costs.

To provide opportunities for the development of middle income housing in Hughson.

## NOISE ELEMENT

To provide sufficient noise exposure information in the General Plan so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.

To develop and implement effective strategies to abate and avoid excessive noise exposures in the community by requiring that effective noise mitigation measures be incorporated into the design of new noise generating and new noise sensitive land uses.

To protect areas within the City of Hughson sphere of influence where the present noise environment is deemed acceptable.

## SEISMIC AND PUBLIC SAFETY ELEMENT

To adopt, as a background statement, the Stanislaus Area Environmentl Resources Management Element - Geology and Seismic Safety, prepared by the Stanislaus Area Association of Governments.

To adopt those portions of the Stanislaus County Seismic Safety Element that pertain to the Hughson planning area, in satisfaction of the state requirement for a seismic safety element.

## OPEN SPACE AND CONSERVATION ELEMENT

To recognize that open space land is a limited and valuable resource which must be conserved whenever possible.

To discourage premature and unnecessary conversion of open space land to urban uses.

To adopt land use policies which promote contiguous development and urban infilling.

To preserve open space lands as necessary to maintain a healthy local economy; to assure the continued availability of land for the production of food and fiber, and the continued enjoyment of the area's rural character and scenic beauty; to protect appropriate lands for passive recreational use; to protect identified groundwater recharge area; and, to conserve energy.

To recognize the value of landscaping areas as an important open space feature of the community.

To develop land use policies that ensure against loss of significant water recharge areas in the Hughson sphere of influence due to urbanization.

To develop land use policies that are responsive to county and regional studies with regard to water needs and the relative importance of the local water recharge areas to the overall needs.

To develop general plan policies that contribute to regional efforts regarding the restoration and maintenance of an acceptable level of local and regional air quality.

To develop policies to reduce community energy consumption and costs.



# **I. LAND USE ELEMENT**



## A. Introduction

### 1. Purpose & Goals

This Land Use Element presents the general policy and implementation measures of the City for residential, commercial, industrial, and public land uses within the Hughson Planning Area. The Land Use Element also delineates areas that are appropriate for agricultural and recreational open space land use. A more detailed description of open space land uses is found in the Open Space and Conservation Element of the General Plan.

The overall goals of the Land Use Element are:

- To ensure that Hughson is a viable, identifiable, full-service community.
- To promote a balanced and functional mix of residential, commercial, industrial, and open space land uses within the planning area consistent with community values.
- To provide concrete predictable guidance for public and private investments that are related to land use within the planning area.
- To reflect the opportunities and constraints affecting land use in terms of the physical infrastructure and other factors identified in the other elements of the General Plan.

The development of the Land Use Element is based upon the identification of the location, relationships, and the nature and the extent of the issues associated with existing land use; projections of the amounts of land needed for urban expansion; and an accounting of community needs and values. The Land Use Element, together with the other elements, establishes the basic framework, and sets forth the major development standards and the physical form of the community.

### 2. Existing Land Use

The corporate area of the City of Hughson comprises approximately 450 acres. The City's major retail commercial area, the Central Business District, is situated along Hughson Avenue in the old commercial core. Commercial land accounts for about 13% of the corporate area.

Nearly 60% of the City is devoted to residential purposes, with about 85% of the residential being single-family, detached dwelling units.

Industrial land accounts for nearly 15% of the corporate land area. The major industrial uses are Foremost-McKesson, Inc.,



Valley Tool, and Hughson Chemical. Industrial zoning is located primarily west of the Santa Fe Railroad tracks.

Within the city limits, there is approximately 50 acres of vacant residentially zoned land, 30 acres of vacant industrially zoned land, and a negligible amount of vacant commercial land.

Agricultural lands surrounding the urban area are developed primarily in peach, walnut, and almond orchards. While a few parcels in the vicinity are used for pasture or row crops, none of these lands total over 40 acres. Parcels, in the planning area, generally range from 10-85 acres with the majority between 15 and 35 acres.

### 3. Principles for Planning Purposes

- a. Single family residential development will continue to be the dominant residential land use. The costs of housing, and the need to maximize public services will, however, dictate an increasing percentage of alternative housing types at higher densities.
- b. In order to provide for future residential development, land must be designated at appropriate locations, to provide a wide range of choices for residential development. Based on the year 2000 population projections, at least 100 acres will be required to accommodate growth. This projection is based on an overall population density of 3.24 persons per household.
- c. Because of the availability of sewer, water, and drainage facilities, major new residential growth should be concentrated in the area north of Fox Road and west of Seventh Street.
- d. The downtown commercial district will have to be revitalized and parcels assembled in order to become a viable retail center.
- e. New industrial growth will be concentrated south of the Santa Fe Railroad tracks.
- f. The preservation of agricultural land will continue to be of paramount importance to the community.

## B. Land Use Definitions and Standards

### 1. Introduction

The following are definitions and standards for the land use classifications described in this Element. The zoning districts that are consistent with each land use

classification are summarized in the Table for Zoning Consistency. Detailed standards for the development of each land use classification are contained in the zoning districts that are consistent with each classification. The standards and definitions contained in this section, including the Table for Zoning Consistency, provide the interpretations of the land use classifications in this General Plan and reflect City policy.

## 2. Residential Land Uses

- a. Low Density Residential shall have a permissible density of 1 to 3 dwelling units per gross acre\* and is designed to provide living areas at the fringe of the City's corporate areas which combine certain advantages of both urban and rural location by limiting development to very low density concentrations of one-family dwellings and permitting limited numbers of animals and fowl to be kept for pleasure or hobbies, free from activities of a commercial nature.

Up to 4 dwelling units per gross acre\* may be permitted in Planned Developments.

\*Gross density is based on the gross, or total, land area of a project, including streets and nonresidential uses.

Conventional and mobile homes (permanent foundation) on lots are permitted outright. Mobile home parks may also be permitted by conditional use.

- b. Medium Density Residential shall have a permissible density of 1 to 7 dwelling units per gross acre and is designed to provide living areas where development is limited to low density housing; to ensure adequate light, air privacy and open space for each dwelling; to provide space for community facilities needed to complement urban residential areas; and for institutions which require a residential environment.

Up to 9 dwelling units per gross acre could be permitted under the Planned Development procedure.

Conventional and mobile homes (permanent foundations) on lots are permitted outright and second units by conditional use.

Duplexes are permitted on corner lots only. Mobile home parks may be permitted by conditional use.

- c. Medium-High Density Residential shall have a permissible density of 1 to 14 dwelling units per gross acre and is designed to provide living areas where a compatible mixture of one and two family dwellings will provide a

suitable environment for family living; to ensure adequate light, air, privacy and open space for each dwelling; to provide space for community facilities needed to complement urban residential areas and for institutions which require a residential environment.

Up to 17 dwelling units per gross acre could be permitted under the Planned Development procedure.

Conventional homes, mobile homes (permanent foundation), and duplexes on lots are allowed outright and second units by conditional use.

Mobile home parks are permitted by conditional use.

- d. High Density Residential shall have a permissible density of 1 to 27 dwelling units per gross acre and is designed to provide residential areas which can accommodate a suitable mixture of more intensive land uses, including multiple family dwellings, community facilities and offices, compatible with the surrounding area and consistent with the General Plan.

Up to 32 dwelling units per gross acre could be permitted under the Planned Development procedure.

Conventional dwellings, mobile homes (permanent foundation), duplexes, apartments, and multifamily dwellings are allowed outright and second units by conditional use.

Offices and clinics are also allowed by conditional use.

### 3. Commercial Land Uses

- a. Neighborhood Commercial is designed to provide neighborhood shopping areas where retail business or service establishments supply commodities or perform services to meet the daily needs of the residential neighborhood, but not to permit commercial uses which would be more appropriate in the General Commercial and Service Commercial areas. Neighborhood commercial locations on the Land Use Map north of Santa Fe Avenue are approximate, to be implemented only when there is sufficient residential growth to require limited commercial services.
- b. General Commercial is designed to provide a general commercial area for the sale of commodities or the performance of services to serve the entire community, and shall be limited to the Central Business District.
- c. Service Commercial is designed to provide areas for heavy commercial uses along major arterial streets where a mixture of commercial and light industrial activities is



appropriate. This zone permits commercial uses generally not appropriate to the central commercial area in addition to retail stores and offices and is intended to provide for the continuance of established uses.

4. Industrial Land Uses

- a. Industrial District is designed to encourage appropriate industrial development by providing areas exclusively for such development subject to regulations necessary to insure the protection of adjoining uses.

Industrial uses designations will be limited to the areas south of the Santa Fe Railroad tracks.

5. Public Land Uses

- a. Public land means land designated for schools, fairgrounds, wastewater treatment plants, airports, and similar uses.

6. Open Space Land Uses

- a. Open Space means any parcel or area of land which is essentially unimproved and devoted to an open space area.
- b. Agricultural Open Space means land designated exclusively for the production of crops and livestock.
- c. Recreational Open Space means land designated for outdoor recreational purposes.

## TABLE FOR ZONING CONSISTENCY

<u>Land Use Classification</u>	<u>Consistent Zoning</u>	
RESIDENTIAL		
Low Density	R-A	P-D*
Medium Density	R-1	P-D*
Medium-High Density	R-2	P-D*
High Density	R-3	P-D*
COMMERCIAL		
Neighborhood	C-1	P-D*
General	C-2	P-D*
Service	C-3	P-D*
INDUSTRIAL	I	P-D*
PUBLIC	All Zoning	

\*Overlay Zone

All uses delineated in Table 1 - Residential Land Uses, Table 2 - Commercial Land Uses, and Table 3 - Industrial Land Uses, contained in the City of Hughson Zoning Ordinance, define specific uses permitted either outright or under specified conditions.

### C. Overall Objectives for Land Use

The overall objectives of the City for land use planning are as follows:

1. To locate all urban development within the City.
2. To encourage a concentrated and balanced land use pattern meeting the needs of the residents and economy of the planning area.
3. To emphasize the infilling of vacant land within and revitalization of the existing City.
4. To manage the location, extent and timing of urban growth within the planning area so that it will be compatible with the economy, natural resources of the area, and the urban service capabilities of the City.
5. To conserve agricultural land to the maximum practical extent that is commensurate with the orderly growth and development of the City.
6. To coordinate with Stanislaus County and Local Agency Formation Commission in planning for and regulating the use of land in unincorporated portions of the planning area.
7. To maintain consistency between zoning and the General Plan.

D. Specific Policies for Overall Land Use

1. Specific Policies for Determining and Maintaining Consistency Between the General Plan and the Zoning and Subdivision Ordinances.

a. General

- (i) The City will only approve amendments to the Zoning Ordinance, conditional use permits, variances, and subdivisions of land, together with the provisions for their design and improvement, that are consistent with the Hughson General Plan.
- (ii) Upon adoption of the General Plan or upon adoption of any subsequent amendment to it, the City will undertake any amendments to the Zoning or Subdivision Ordinances that are necessary in order to maintain consistency between them and the Plan.
- (iii) Consistency between the texts of the Zoning Ordinance and Subdivision Ordinance and the General Plan will be determined by evaluating whether or not the ordinances further the objectives and policies of the General Plan and conform with the definitions and standards established in the Plan.

b. Consistency Between the Zoning of Land and the General Plan

The standards and definitions specified in Section B and on the Table for Zoning Consistency will be used to determine the zoning that is consistent with the land use classifications of this plan. The following plan proposals apply:

- (i) Zoning is consistent with the General Plan when the permitted uses and the property development standards of a zoning district are compatible with the objectives and policies of the General Plan.
- (ii) Zoning is inconsistent with the General Plan when the zoning will permit uses or property development standards that conflict with and deter the attainment of the objectives and policies of this plan. In these cases, the City will initiate the rezoning that is necessary in order to achieve consistency with the General Plan.

c. Consistency of Subdivisions with the General Plan

A subdivision is consistent with the General Plan when the following conditions are met:

- (i) The existing or proposed zoning of the property to be subdivided is consistent with the General Plan.
- (ii) The subdivision conforms to the Specific Policies for Urban Growth Management.
- (iii) The design and improvements of the subdivision are consistent with all applicable provisions of the Hughson General Plan, the City's Zoning and Subdivision Ordinances, and the City's Improvement Standards.

2. Specific Policies for Urban Growth Management

a. Purpose

The Specific Policies for Urban Growth Management are designed to provide the City with a tool for managing the location, timing, and extent of urban growth within the planning area in a manner that will ensure that the growth can be provided with adequate urban services while not reducing the level or increasing the cost of such services to existing development in the City.

b. Unincorporated Land Designated for Urban Development

This planning area is designated the Urban Transition Boundary and is formed for the purpose of protecting land designated for urban development or as an urban reserve within the unincorporated portions of the planning area from inappropriate or premature development, the City will request that within the designated areas, Stanislaus County:

- (i) Maintain existing agricultural zoning on all unincorporated land designated for urban uses or as agricultural open space.
- (ii) Prior to formal acceptance or processing, refer the following applications and permits to the City for review and possible annexation: zone change amendments, conditional use permits; building permits for commercial, industrial or multifamily structures; subdivisions proposing lots of less than twenty acres; general plan amendments.

c. Unincorporated Land Not Designated for Urban Development



This planning area is outside the Urban Transition Boundary, but with the proposed Sphere of Influence for which the County of Stanislaus has primary responsibility for the management of unincorporated land within the planning area that is not designated for urban development on the General Plan Map (Urban Transition Boundary). The City encourages the County to utilize the following guidelines in planning for this land:

- (i) The City should be the provider of urban services and control within the planning area. Urban development should occur within the City.
- (ii) The primary use of unincorporated land not designated for urban development on the General Plan Map should be for agricultural and rural uses. Emphasis should be placed upon the preservation of productive or potentially productive agricultural land.
- (iii) Stanislaus County should refer the following applications to the City for review and comment: zone change amendments, conditional use permits for new development, subdivisions proposing lots of less than twenty acres, general plan amendments.

NOTE: The proposed Sphere of Influence includes an area sufficient for the ultimate extension of city services, the Urban Transition Boundary and permanent agricultural open space, which has social and economic ties to the City. The City's desire of a role in assuring permanent agricultural preserve dictates the extent of the proposed Sphere of Influence.

d. Conditions for Evaluating Urban Development Proposals

The City will consider proposals for urban development to be consistent with the Policies for Urban Growth Management if all of the following conditions are met:

- (i) The property is annexed to the City.
- (ii) The proposed type of development is consistent with the General Plan Map's land use classification for the land on which the development is proposed.
- (iii) The proposed development can be served by the City water system, wastewater collection and treatment system, and drainage system, without requiring system improvements beyond those which

the developer will consent to provide.

- (iv) The proposed development can be provided fire and police protection according to standards established by the City Council for the local fire and police departments.
- (v) The proposed development can be served by the City's major street system without substantially altering existing traffic patterns or overloading the street system, and without requiring improvements to the street system beyond those which the developer will consent to provide.
- (vi) The development can be provided with adequate park and recreation facilities without requiring improvements to existing facilities or new facilities beyond those which the developer will consent to provide.
- (vii) The local school districts can accommodate any children expected to inhabit a proposed development in accordance with established classroom or facilities standards of the districts.

3. Specific Policies for Interpretation of Land Use Classification Boundaries

a. General

The intent of the General Plan is for the boundaries between land use classifications to, where possible, fall at easily identifiable locations - i.e., streets, alleys, section lines, property lines or other distinguishable natural or man-made features. The boundaries for the land use classifications shown on the map will be defined as precise limits when they follow the subject locations.

IMPLEMENTATION MEASURES

1. The City's guidelines for complying with the California Environmental Quality Act will be revised to accommodate changes in the law, the State Guidelines, and the City policy.
2. A written policy and procedure for reviewing the general plan will be adopted. The policy will provide for: (a) a city initiated review of the general plan at least every five years; and (b) a timetable for processing citizen-initiated general plan amendments. Each Element can only be amended four times each year.
3. A written policy should be prepared and adopted setting forth

a planned program of staged urban growth.

4. The City will formally ask the Local Agency Formation Commission to adopt a sphere of influence boundary identical to the boundary defined on the General Plan Land Use Map.
5. The City will formally ask the Stanislaus County Board of Supervisors to amend the Urban Transition Boundary on the County General Plan to coincide with the Hughson Urban Transition Boundary as defined in the General Plan Land Use Map, and to eliminate specified urban zoning within the Urban Transition Boundary.
6. The City will initiate the rezonings necessary to ensure the General Plan is consistent with the zoning ordinance.
7. The City should consider initiating a protest to LAFCO of the Williamson Act land on Hatch Road between Seventh Street and Tully Road and south of Whitmore, west of Tully Road. As an alternative, the City could ask the two property owners to send notice of non-renewal of their Williamson Act Contracts. This process will take approximately 9 years to complete.

E. Objectives and Specific Policies for Residential Land Use

1. Objectives for Residential Land Use

- a. To provide attractive residential neighborhoods free from conflicting land uses and unnecessary traffic and other hazards.
- b. To encourage infilling and rehabilitation of existing, appropriately located residential areas.
- c. To provide appropriate locations for new residential development.
- d. To encourage the development of a variety of compatible house types within existing and new residential areas that will satisfy the diverse needs of the community.
- e. To encourage innovative, quality design in the redevelopment or infilling of existing residential areas and in the development of new residential areas.
- f. To plan for residential land use in a manner that is consistent with and supportive of the goals and objectives of the Hughson General Plan Housing Element.

## 2. Specific Policies for Residential Land Use

### a. Overall

- (i) Land within the planning area that may be developed with residential land uses is delineated on the General Plan Map.
- (ii) With the exception of the High Density property designated south of Whitmore, residential development shall be prohibited south of the Santa Fe Railroad tracks and severely limited within noise impacted areas (see Noise Element).

### b. Residential Planned Unit Developments

Residential planned unit developments may be consistent within areas designated for residential development if they conform with the following principles and conditions:

- (i) Residential planned unit developments may include any combination of single family dwellings, two family dwellings and multiple family dwellings.
- (ii) Residential planned unit developments shall be subject to site plan review.
- (iii) Zoning district property development standards may be modified or waived where it is determined that such modification or waiver will produce a more functional, enduring and desirable residential environment, and no adverse impact to adjacent properties will result therefrom.
- (iv) Common open space and recreation areas shall be provided within the development. The open space shall be designed and located to be easily accessible to all residents of the development, shall be usable for open space and recreational purposes, and shall be free of buildings, streets, driveways or parking areas. Front, side or rear yards required for the site and individual dwelling units shall not be considered as common open and recreational space.
- (v) The developer shall provide for perpetual maintenance of all common land and facilities, including common open space and recreational land, through means acceptable to the City.
- (vi) Conservation of natural site features such as topography, vegetation, and water courses shall be considered in the project design.



- (vii) Streets serving the development must be adequate to accommodate the traffic generated by the development.
- (viii) Off-street parking facilities shall provide parking sufficient for residents of the development and their guests and shall be integrated into the development to minimize exposure and impact on neighboring development.

c. Mobile Home Parks

Mobile home parks may be consistent within areas designated for low, medium, medium-high and high density residential development if they conform with the following principles and conditions:

- (i) The mobile home park must consist of a unified, master planned development with a minimum site area of five acres, excluding public streets.
- (ii) The mobile home park shall have direct access to a major street.
- (iii) The mobile home park shall be designed to harmonize functionally and aesthetically with surrounding residential development and to protect the privacy of the residents within the proposed and surrounding development.
- (iv) A conditional use permit and site plan review will be required to insure the consistency of a proposed mobile home park with these principles and conditions.

d. Other

- (i) Low density residential uses may be developed within areas designated for medium density residential uses.
- (ii) Medium density residential uses may be developed within areas designated for medium-high density residential uses.

IMPLEMENTATION MEASURES

1. The City will modify the Zoning and Subdivision Ordinance as follows:
  - a. To reduce the minimum lot size for single family dwellings in conventional subdivisions to 10,000 square feet in the R-A district.

- b. To allow privately maintained open space to fulfill park dedication requirements in subdivisions, and emphasize privately maintained open space in Planned Developments.
- c. To provide that the "P-D" Planned Development District may allow alternative development types (planned units, cluster, mixed-use) and alternative housing types (zero lot line, townhouses, etc.).

F. Objectives and Specific Policies for Commercial Land Use

1. Objectives for Commercial Land Use

- a. To encourage the provision of a full range of commercial goods and services within the City.
- b. To maintain, enhance, and redevelop the central business district as the major retail shopping and office center for the planning area.
- c. To provide appropriate limited locations for neighborhood commercial development.
- d. To encourage the infilling, parcel assemblage, and physical enhancement of existing commercial areas and to provide appropriate locations for commercial development.
- e. To encourage formation of a City Chamber of Commerce or like organization to look after the development interests of the City and to represent City interests with potential developers and industries.
- f. To provide adequate off-street parking for commercial uses.

2. Specific Policies for Commercial Land Use

- a. Overall
  - (i) Land within the planning area that may be developed with commercial land uses is delineated on the General Plan Map.
- b. Commercial Design
  - (i) Landscaping will be required with commercial development.
  - (ii) Visual screening of equipment and supplies that are stored outdoors will be required with commercial development.

- (iii) The number, location, size, and design of signs will be regulated to ensure that they do not detract from the appearance of commercial areas.
- (iv) Site plan review will be required for commercial development.

c. Central Business District

- (i) The central business district will be maintained as the only major retail commercial and office center for the city.

IMPLEMENTATION MEASURE

The City, in coordination with downtown merchants and property owners, will develop a specific plan for the central business district. The purpose of the plan will be to provide detailed guidelines and implementation measures for the physical and economic enhancement of the central business district. Subjects covered should include improving the appearance and structural condition of existing buildings and signs and improving circulation and parking.

d. Neighborhood Commercial Centers

- (i) Limited Neighborhood Commercial uses will be developed at locations that are convenient to existing or planned population centers within the planning area. The locations on the Land Use Element Map north of Santa Fe Avenue are approximate, to be implemented only when there is sufficient residential growth to require limited commercial services.

e. Service Commercial Centers

- (i) Service Commercial Centers should be limited on the northside of the Santa Fe Railroad tracks, encouraging heavier uses to locate south of the tracks. The City should consider utilizing a planned development with a unified master plan for the enhancement of the property on Santa Fe Avenue and Tully Boulevard, south of Fox Road.

IMPLEMENTATION MEASURES

1. The City will amend the zoning ordinance to delete the area requirement, currently two acres, for neighborhood commercial centers.

2. When economically feasible, the City should consider the enhancement of the entrance on Hughson Avenue and correct the circulation deficiencies as illustrated in Figure I - 1. The abandoning of streets and the assembling of parcels would provide useful space for a shopping center and greatly improve the entrance to the downtown.
3. The City should rigorously enforce its landscaping standards.
4. The City should consider redevelopment as a financial option for rehabilitating the downtown area.

G. Objectives and Specific Policies for Industrial Land Use

1. Objectives for Industrial Land Use

- a. To encourage the development of environmentally responsible, "dry" industries within the City in order to expand and diversify the economic base of the community.
- b. To provide planned sites for industry, where adequate public water and sewer services are available or can readily be extended, and south of the railroad tracks.
- c. To minimize land use and circulation conflicts between industrial uses and other types of land uses and traffic.
- d. To maintain current sewer allocation earmarked for industrial users.

2. Specific Policies for Industrial Land Use

a. General

- (i) Land within the planning area that may be developed with industrial uses is delineated on the General Plan Map.
- (ii) Visual screening of equipment and supplies that are stored outdoors will be required with industrial development.
- (iii) The number, location, size, and design of signs will be regulated to ensure that they do not detract from the appearance of industrial areas.
- (iv) Off-street parking will be required for industrial development.
- (v) Site plan review will be required for industrial development.



FIGURE I-1



#1

#2



AREAS TO BE  
ABANDONED

## b. Industrial Recruitment Policies

- (i) The City will work closely with industries interested in locating in Hughson to find appropriate sites for the industries and to obtain necessary governmental approvals for the development and operation of the industries.

## IMPLEMENTATION MEASURES

The City should:

1. Develop an industrial recruitment plan. Target industries to be recruited and survey to determine inducements required. Prepare programs to implement inducements. Prepare brochures for new industry and assign Hughson "Business Ambassadors" to court potential industry.
2. Create an organizational structure of local businessmen and City officials which meet periodically and are available to review and carry out industrial marketing tasks.
3. Develop strong cooperative relationships with neighboring small city chambers of commerce to assist each other in marketing.
4. When a Capital Improvement Plan is prepared, prepare elements that address costs and responsibilities for correcting infrastructure deficiencies in potential industrial areas.
5. Identify priority area for designation and design as an industrial subdivision. Work with property owners in planned industrial area to determine feasibility of sale or conversion to industrial sites. Consider creating a Local Development Corporation or a Redevelopment Agency to acquire property for sale to new industry or expansion of existing industry.
6. Seek assistance from State or Federal agencies for loans or grants to assist development, where an analysis of a proposed new industry or expansion of an existing business indicates such development is feasible and in the public interest.

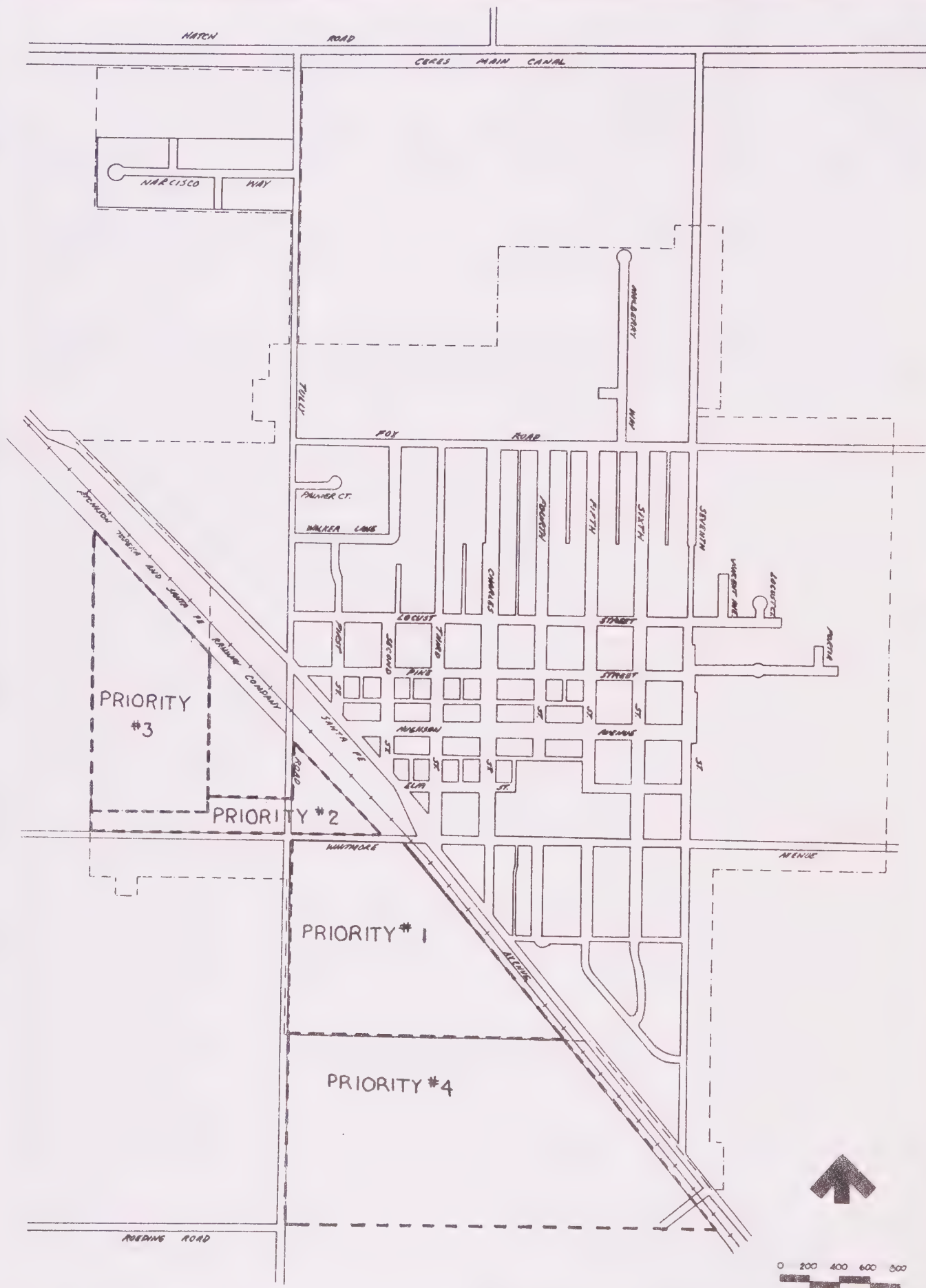
## H. Objectives and Specific Policies for Public Facilities

### 1. Objectives for Public Facilities

- a. To maintain the public facilities necessary to support the overall objectives of land use.

## 2. Specific Policies for Public Facilities

- a. The City will adopt and maintain sewer system, water system, and storm drainage system master plans for existing and planned growth areas. The City will pursue state and federal funding, require fees from new developments, and consider assessment districts, etc., to eliminate any deficiencies in the City's infrastructure.
- b. The City will pursue state and federal funding for the proposed multi-use park facility on Fox Road and Tully Boulevard and encourage privately-maintained recreation and open space areas.
- c. The City will continue the practice of requiring new development to dedicate land and/or pay prescribed fees to the high school and/or elementary school districts.





## **II. CIRCULATION & SCENIC HIGHWAYS ELEMENT**



## A. INTRODUCTION

### 1. Purpose and Goals

The emphasis behind the Circulation Element is generally based on the development of a balanced multimodal transportation system. This Element should provide a transportation system which supports the planned land uses. It should promote efficient and safe movement of goods and persons.

The Circulation Element consists of the location and extent of existing and proposed streets, transportation routes and other local public utilities and facilities all correlated with the land use, noise, scenic highway, and housing elements of the Plan.

The overall goals of the Circulation Element are:

- \* To promote efficient and safe movement of goods and persons.
- \* To provide for efficient use of existing facilities while protecting the environmental quality and encouraging the wise and equitable use of economic and natural resources.

This Circulation Element will address the following to the extent that they are relevant to the City of Hughson.

- \* Scenic Highways
- \* Streets and Roads
- \* Public Transportation
- \* Railroads
- \* Bicycles
- \* Pedestrian Facilities
- \* Parking Facilities
- \* Airports

## B. SCENIC HIGHWAYS

### 1. Purpose

The Circulation Element is closely related to the Scenic Highways Element and these two elements are combined into one comprehensive element. This Element has an influence on all facets of the General Plan. At the present time, there are no scenic highways within or near the city limits of Hughson. The closest designated scenic highway in Stanislaus County is I-5 located in the western part of the County, approximately 15 miles west.

Although there are no scenic highways in or near Hughson, the original legislation (intended for the creation and protection of State designated scenic corridors) can be utilized by local governments as a stepping stone for the designation and adoption of local scenic routes.

### 2. Specific Policies for Scenic Highways

- a. To maintain the existing streets and highways in an aesthetically pleasing state.
- b. To investigate the possibility of the designation and adoption of local scenic routes.

## IMPLEMENTATION MEASURES

1. The City will implement the existing landscaping requirements contained in the Municipal Code.
2. The City should investigate the possibility of the designation and adoption of local scenic routes.
3. If local scenic routes are adopted, the City should institute a citywide street beautification program.



## C. STREETS AND ROADS

### 1. Introduction

Hughson, typical of other towns located adjacent to railroads in Stanislaus County, developed in days when speed and traffic volumes were at low levels and presented no problems. The basic street pattern is gridiron type with curvilinear streets in some of the more recently developed areas. As a result, all streets tended to function at about the same level and there was little or no differentiation. Most streets are between 60 and 100 feet in width and have existed since the original layout of the town.

### 2. Goals and Objectives

Under today's conditions, it is necessary to develop a hierarchy of streets which will serve the diverse transportation needs of the area while correcting existing problems and avoiding future ones. It is important that streets be designated to a certain right-of-way so landowner, developer, and City officials know what the function of the street is and its ultimate width. Street sections have been developed and accepted by the City (See Figure II-1). These sections are designed to show how the ultimate development for the 60, 80, and 100 foot wide streets will take place. The City has prepared a Street Deficiency Analysis and Priority Rating Manual which identifies average daily traffic; rates the quality of the pavement and infrastructure; determines the existing and projected width; and prioritizes street maintenance. Most streets are in fair to good condition.

## FUNCTIONAL CLASSIFICATIONS

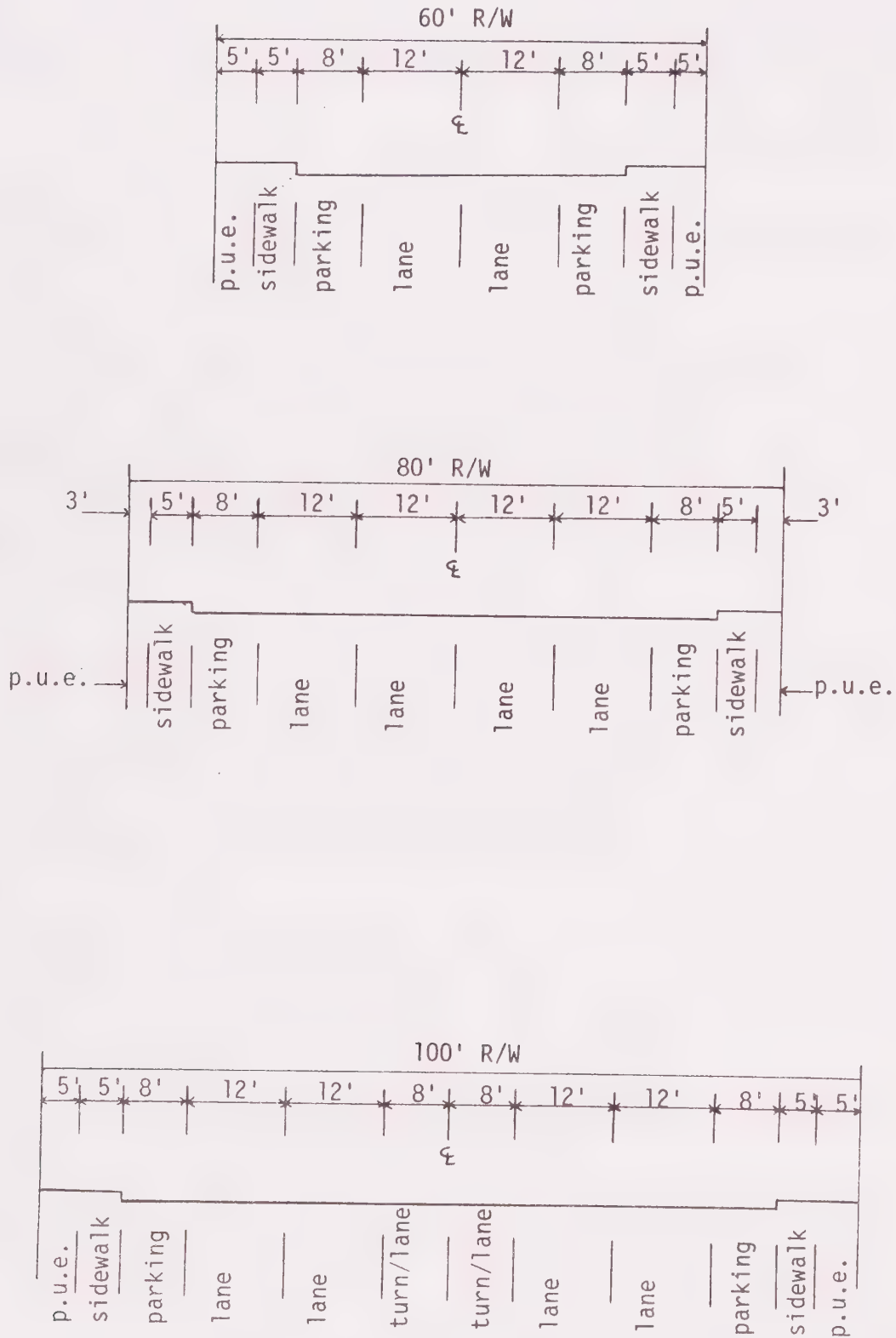
### 3. Specific Policies, Plan Proposals, and Classifications

- a. A comprehensive street system requires that there be a differentiation between the functions of various levels of streets. For the purpose of the Hughson Circulation Element, the following discussion of Classifications is provided, along with their relationship with the City of Hughson.

- (i) Major Arterials - make up the principal network for the flow of traffic. They are important streets that connect main areas of traffic generation. Their main purpose is to move traffic between areas with as few interruptions as possible. Mobility is their primary function and land access is secondary. For this reason, the number of driveways and intersections off of major arterials should be kept to a minimum. Minor streets in the City area should not be allowed to intersect with major arterials, but should be provided convenient access to them

FIGURE II-1

# HUGHSON STREET SECTIONS



through minor arterials. The Stanislaus County arterials are located generally on a one mile grid. Santa Fe Avenue is an exception as it follows the Santa Fe Railroad tracks. Hughson is located at the intersection of two county designated arterials, Santa Fe Avenue and Whitmore Avenue. These two arterials provide access to out of town attractions including such major generators as Modesto's industrial and shopping areas via Route 132 or Route 99. Turlock destinations are also made accessible via Geer Road.

Major Arterials - Santa Fe Avenue	80 feet
Whitmore Avenue	80 feet

- (ii) Minor Arterials - provide the main route from within the local areas to the major street system while also providing access to abutting homes. Intersections on these streets at the arterials should be very carefully designed with present, as well as, future traffic demand being considered.

Minor Arterials - Hughson Avenue	100 feet
Charles Street	80 feet
Tully Road	60 feet
Seventh Street*	60 feet
Fox Road	60 feet
Pine Street	60 feet

\*Although Seventh Street may never be constructed as an arterial as required, it will be designated because its location will cause it to function as an arterial.

- (iii) Collector Streets - all other streets are classified as collector streets. Their only function is to give access to abutting property. They should be laid out so that traffic which does not have a destination on the street be discouraged from using it.

In the north portion of the City, the street system is still in conformance with old County standards. Minor streets intersect with major arterials in several locations and at various angles. Later development in the southern portion avoids some of these problems and conforms more closely to recent standards.

#### IMPLEMENTATION MEASURES

1. All collector streets dedicated to and maintained by the City shall have a minimum width of 60 feet.

# CIRCULATION PLAN

FIGURE D-2

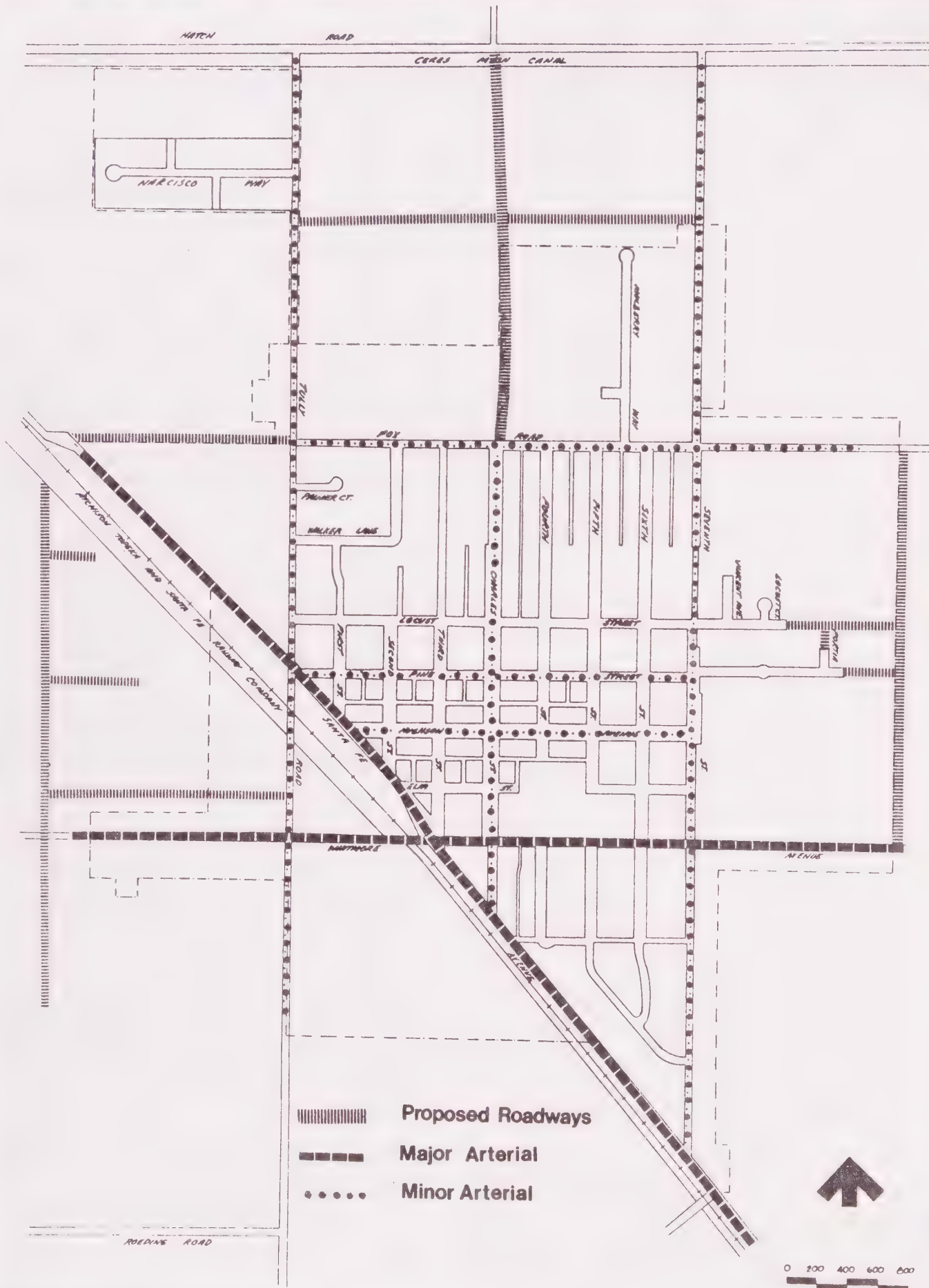




FIGURE II -3

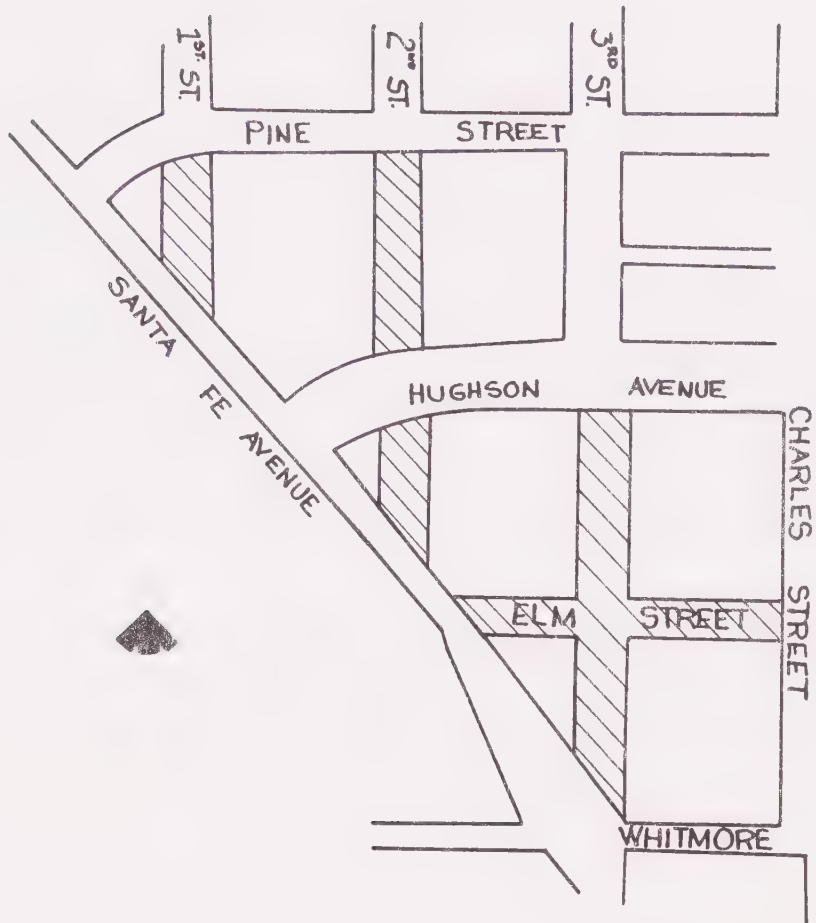
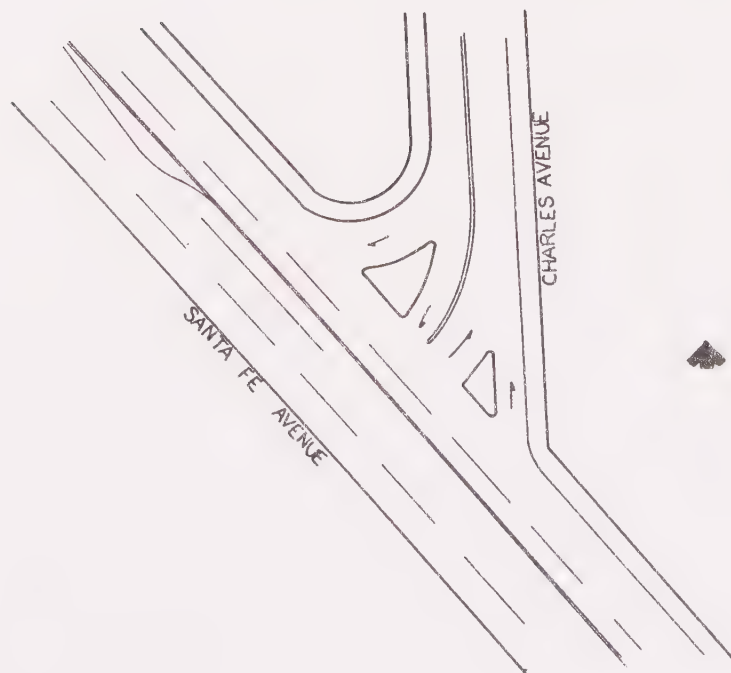


FIGURE II -3



2. All minor arterials dedicated to and maintained by the City shall have a minimum width of 60, 80 or 100 feet.
3. All major arterials dedicated to and maintained by the City shall have a minimum width of 80 or 100 feet.
4. All streets and arterials dedicated to and maintained by the City shall be constructed in accordance with Figure II - 1.
5. The Circulation Plan, including plan lines for future streets, is contained in Map II-2. The delineated plan lines should be adopted by the City according to the procedure outlined in the Zoning Ordinance, when appropriate. It should be noted that the ultimate extension of Charles Road should be curved to eliminate any interference with the existing ball field north of Fox Road, and will, eventually necessitate an additional bridge over the canal at Hatch Road.
6. Some options for eliminating safety problems where local streets intersect major arterials and possible street closures and extensions are detailed in Figure II - 3. These should be considered by the City when feasible.

#### D. PUBLIC TRANSPORTATION

##### 1. Introduction and Discussion

The City of Hughson is currently not served by any form of public transportation. There are also no plans for service in the near future.

The City has been previously served by State-financed intercity service, connecting Modesto, Hickman, Hughson, and Waterford. This service was discontinued on December 31, 1981 due to very low ridership/demand. Public transportation should be considered when local, public support is sufficient to ensure successful operation of such a service.

## E. RAILROADS

### 1. Introduction and Discussion

Hughson is served by the Atchison, Topeka and Santa Fe Railroad which acts as a barrier between part of the industrial area and the remainder of the City. The railroad provides for the movement of a significant amount of goods to and from the Hughson area including the products and supplies of Hughson's largest employer, Foremost-McKesson, Inc.

Rail passenger service is not available to Hughson. The nearest rail passenger depot is Riverbank's Amtrak Station approximately 11 miles north on the Santa Fe Railroad.

There are considerations currently underway to move the depot to another location which would make it more readily accessible to more people. One of the options in question is the Southern Pacific depot in downtown Modesto which would have little effect on Hughson. The other location under study, however, is a Santa Fe Station in Empire. This move would bring Amtrak service to within four miles of Hughson.

### 2. Goal

- a. The City should actively direct its support for optimum rail service.



## F. BICYCLES

### 1. Introduction and Discussion

Bicycle facilities in Hughson are currently limited to bicycle racks at public buildings.

Due to the size of the community, the amply wide streets, and the low traffic volume, specialized bikeways are unnecessary. Bicyclists needs will be best served in the City through projects aimed at improving safety and parking facilities. Maintenance and expansion of bicycle parking facilities will depend upon public need. However, safety projects or programs may include cross hatching sewer drain covers, sweeping the edges off City streets, and keeping walkways used by bicyclists clean and free from obstacles.

## G. PEDESTRIAN

### 1. Introduction and Discussion

One very well used form of nonmotorized transportation so common that it is almost forgotten is pedestrian movement. Hughson is a compact city possessing many wide street and adequate street improvements in the new subdivisions, and has an excellent headstart on providing a comprehensive pedestrian-circulation system.

Provision for safe, convenient movement of school children and the special problems of the handicapped are of special importance. A system of pedestrian movement should continue to be considered in subdivision design, planned developments, and specific plans. As with bicycles, separate public easements or rights-of-way provide unique opportunities for pedestrian circulation. A survey of any vacant lot in the vicinity of major destinations such as schools, parks or shopping facilities will show the mark of heavy pedestrian use.

Designing residential areas into neighborhood units with discontinuous collector and local street patterns discourages through traffic as previously discussed. It provides the necessary separation of automobiles from residential areas and eliminates an excess of through traffic. These indirect street systems, however, are often inconvenient to the pedestrian movements, whether to schools, parks, shopping, or public transit routes. A system of pedestrian ways which recognizes foot traffic to community facilities also serves a secondary use for bicycle access to local streets.

### 2. Goals

1. As new development is proposed and street improvements continue, Hughson should specify the placement of curb, gutter and sidewalks so as to maintain the safety and convenience for pedestrians as it does for motorized traffic.
2. Painted crosswalks and proper placement of signs also should be a part of Hughson's pedestrian amenities.
3. The City should promote and utilize design and location criteria for pedestrian ways which enhance their use and safety throughout the City. This should include proper location of street lights, street signs, fire hydrants, and other obstacles which often are placed in the middle of sidewalks and other pedestrian ways, and criteria for corner curb cuts to accommodate wheelchairs, baby strollers, etc.
4. There should be active City support for appropriate local and state legislation which provides for an increased level of safety and convenience for pedestrian way users.

5. In the central business area and other major commercial areas which attract a great deal of pedestrian traffic, the City should make every effort to enhance the pedestrian environment through the use of plazas, malls, arcades, walk-throughs, and the establishment of shade trees and rest areas with seating facilities.

## H. PARKING FACILITIES

### 1. Introduction

Parking in Hughson, at present, is generally unspecified except in the downtown area where diagonal parking is the case on Hughson Avenue and Charles Street.

### 2. Goals

All new development in residential, commercial, industrial or government facilities should conform to a city-adopted set of parking specifications. Off-street parking is important to improve safety and efficient use of City streets, and should be encouraged in improving older areas as well as developing new ones.



## I. AIRPORTS

### 1. Introduction and Discussion

Air service in the immediate vicinity is limited. The Modesto City-County Airport, located approximately six miles from Hughson in a very direct route, is the closest air transportation facility. Turlock Airport, a general aviation facility, is about 15 miles southeast in Merced County, and Oakdale Airport is about the same distance northeast of Hughson. It is also a general aviation airport with no scheduled airline service. Stockton Airport offers more variety and range, but is a significantly longer distance from Hughson.



### **III. HOUSING ELEMENT**





## INTRODUCTION

Housing is one of the basic human needs, and historically low income families have always had some difficulty in adequately meeting that need. However, housing costs have risen sharply over the past several years and, as a result, more and more families which are not in the low income range are also finding it increasingly difficult to afford adequate housing. The provision of housing has become a critical and multi-faceted problem requiring complex solutions which will need to be undertaken jointly by all levels of government and the private sector. One method of involvement of local governments is to adopt a Housing Element with a comprehensive set of policies to guide decision making in the areas of new housing supply and maintenance of existing housing.

The Housing Element is one of the nine State-mandated elements of the Hughson General Plan and is required by Section 65302(c) of the California Government Code. The preparation of the Housing Element is prescribed under Article 10.6, beginning with Section 65500 of the California Government Code. Article 10.6 states that the Housing Element shall contain:

1. An assessment of housing needs and an inventory of resources and constraints to the meeting of these needs;
2. A statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and
3. A program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the Housing Element.

The following is the Housing Element Action Plan. The full Housing Element is contained in Appendix A.

## THE RECOMMENDED FIVE YEAR HUGHSON HOUSING PROGRAM

### Overview

The housing program is the mechanism through which identified housing needs are linked to a systematic and comprehensive set of goals, objectives and actions whereby corrective action can be taken to initiate improvements in local housing conditions. The goals, therefore, have been stated as responses to the defined needs (e.g., new units, adequate sites, rehabilitation units).

The program represents a "good faith, diligent effort" as required by the California Department of Housing and Community Development, and moreover, appears to be reasonable with respect to the staff and funding capabilities of the City. In addition, the recommended program satisfies four desirable program characteristics in that it (1) reflects the short and long term goals of the City; (2) only contains tasks which are within the ability of the City to sustain; (3) includes measures which are appropriate to the identified needs; and, (4) meets all state and federal requirements.

The program is not as far-reaching as programs which have been underway in many larger cities, but as an initial effort, it appears to represent a sound starting point upon which the City may wish to expand in future years.

A continuing priority of Hughson is to improve the mix of rental and owner occupied housing and the mix of home values. At the present, Hughson has a relatively high percentage of low and moderate income families. If new middle to upper middle income homes are constructed, the new households attracted to the City will provide a better economic balance and an incentive for the development of new commercial enterprises. The development of middle income homes may also stimulate the process of housing filtration by providing the opportunity for middle income residents to buy upwards in value, thereby making older, less expensive homes available to lower income families.

This increased mobility through the strata of housing values would appear to have a healthy influence on the housing market and could reduce the competition for low cost units among the low and moderate income families.

### GOAL I

To provide the opportunity for the construction of new units to serve as replacements for existing and projected low and moderate income dilapidated houses.

Objective A: By January 1985, the City will assist low and moderate income households to gain access to financial resources necessary to construct or purchase homes within their economic means.

Action 1: The City will pursue its application to receive certification by the California Housing Finance Agency as an area eligible for below market rate home loans under the Home Ownership and Home Improvement (HOHI) Program.

Action 2: The City will publicize the availability of programs to provide low interest rate home loans for construction, purchase, rehabilitation or modification of housing units, or for refinancing existing loans through the Department of Housing and Urban Development, the Farmers Home Administration, and the Home Ownership and Home Improvement Program (contingent upon approval of certification application). The City will also publicize availability of assistance from Self-Help Enterprises.

Objective B: By January 1985, the City will review and revise or amend City Zoning and Subdivision Ordinances as deemed appropriate to lower housing costs.

Action 1: The City has amended its ordinances to include a Planned Development (P-D) zone permitting greater flexibility in determining development standards on a case-by-case basis in areas approved for P-D.

Action 2: In those areas determined to be available for annexation in the near future, the City will prezone land to identify areas considered appropriate for single and multiple family residential development.

#### Discussion of Recommended Actions

The goal of providing replacement units for dilapidated homes has been approached from two directions. The first objective demonstrates the City's willingness to aggressively pursue programs which may benefit its low and moderate income residents and make those residents aware of available state and federal housing resources.

The second objective proposes measures which can reduce the cost of new home construction, thereby bringing home purchase prices within the reach of more City residents. The use of P-D zoning can permit the City greater flexibility in approving innovative development designs and gives the City greater latitude in conditioning the approval of proposed projects.

Prezoning. The prezoning of unincorporated land serves three functions: First, it can provide future sites for multiple family development and ease the existing shortage of available rental units; Second, it permits the City to determine well in advance, the most desirable mix of single and multiple units to be constructed; and, Third, it allows the City to disperse new multiple unit development geographically rather than have it concentrated.



## GOAL II

To provide opportunities for the moderate and low income housing, which will include the rehabilitation of deteriorating housing units, to construct room additions on homes of inadequate size, and to take direct action to halt the decline of deteriorating neighborhoods.

Objective A: By January 1985, the City will assist low and moderate income households to gain access to financial resources necessary for home rehabilitation or for the construction of room additions.

Action 1: The City will pursue its application to receive certification by the California Housing Finance Agency as an area eligible for below market rate home loans under the Home Ownership and Home Improvement (HOHI) Program.

Action 2: The City will publicize the availability of programs to assist low and moderate income families to construct necessary home improvements.

Objective B: By January 1985, the City shall undertake a process of attempting to obtain federal and/or state grant funds to construct needed public facilities in low and moderate neighborhoods consistent with the projects cited in Appendix A of the Stanislaus Area Association of Governments Housing Resources Report.

Action 1: On, or prior to, the published submittal date, the City will apply to the State Department of Housing and Community Development for Community Development Block Grant (CDBG) funds to construct the public facilities.

Action 2: Conditional upon the approval and successful completion of Action 1, the City will apply for CDBG funds to construct the remaining projects in the order identified in Appendix A of the Housing Resources Report unless Appendix A is revised through a process involving public review and input.

Action 3: The City will adopt, by reference, the draft Citizen Participation Plan (July 1977) prepared by the Stanislaus County Department of Planning and Community Development and implement the recommendations contained therein in conjunction with state or federal housing grant applications.

## Discussion of Recommended Actions

The HOHI Program applies not only to mortgage assistance for the purchase of homes, but for home improvements as well. If designation as an area eligible for HOHI assistance is conferred



on Hughson, a number of homeowners in overcrowded and deteriorating homes should be eligible to take advantage of loans with interest rates of 3% to 4% lower than market rates.

The public facilities for which the City intends to apply for CDBG include storm drains, sidewalks, curbs, gutters and streets reconstruction. The construction of these projects in low and moderate income areas could greatly improve the appearance of the affected neighborhoods, would serve to enhance the potential for home rehabilitation and would help to protect the investment of families which undertake rehabilitation efforts. While the residents of the areas targeted for public improvements would be the primary beneficiaries of the improvements, the entire City would ultimately benefit as well.

While the schedule of public improvement projects contained in Appendix A of the Housing Resources Report covers a five-year period and pertains to most of the City, an alternative course of action would be to identify one specific target area where rehabilitation efforts would be concentrated over several years. Under that alternative, only a portion of grant funds received would be used for public facilities projects while the remainder would be used to rehabilitate deteriorating homes in the target area.

The implementation of the Citizen Participation Plan will ensure that grant funded programs are developed through a process which encourages public input from all residents of Hughson regardless of color, race, religion, sex, family size, marital status, national origin, ancestry or other arbitrary factors. The purpose of developing a process for citizen input is to guarantee all City residents the opportunity to voice their own housing concerns and their priorities for corrective action. In addition, the process is designed to ensure that all residents, irrespective of the above social characteristics, are provided equal access to all housing resources and program benefits.

### GOAL III

To provide the opportunity for low and moderate income households in the Hughson Market Area to obtain rental housing which is priced within their economic means.

Objective A: The City will take action at the earliest opportunity to remove any restraints to the development of low and moderate income rental housing.

Action 1: The City will continue existing policies of assuring availability of low cost housing.

Objective B: The City has revised its Zoning and Subdivision Ordinances to encourage the development of new rental units and/or moderate and low income housing.

Action 1: The City has begun to offer bonus incentives for low income developments with five or more dwelling units.

#### Discussion of Recommended Actions

Bonus incentives for low income development can include, but are not limited to: (1) construction by the City of public improvements such as streets, sewers, sidewalks, water mains, etc; (2) use of federal or state funds to reduce property costs; (3) exemptions from City ordinances (not state mandated) which increase housing costs; (4) waive processing fees on permits and applications; (5) exempt the development from utility connection charges; and, (6) allow density increases of at least 25% of what may be allowed to the developer.

The remaining actions which were discussed under Objective I.B. could be equally advantageous for multiple unit development as for single family development. P-D zones, for example, could be used to create more sites for duplex and multiple units.

#### GOAL IV

To provide and maintain essential public services for Hughson residents at reasonable costs.

Objective A: By January 1985, the City will review the condition of City services, the service capacities to accommodate expected new growth, and the fee schedules applied to new development. There are no recommended actions at this time, but it is expected that the public services review may generate recommendations.

#### Discussion of Recommended Actions

The purpose of conducting a review is to facilitate long range planning for development infrastructure and to prevent the City from being unduly burdened by costs of providing city services to the residents of new neighborhoods, as has happened in other locations. To illustrate the hidden costs of development that can burden a city, one might hypothetically assume that five years of normal growth in Hughson could require that the City build a new fire station and provide equipment, purchase a new police patrol car, purchase and develop a new park site, and hire personnel to staff the new positions. If the fees charged to developers are insufficient to finance the new services, the cost to the City may far exceed its revenues from the new residents.

Although the above illustration may be overstated, it demonstrates the importance of establishing appropriate fees and requiring dedications of land to provide new sites for parks, schools, etc. If the review should result in the upward adjustment of fees, the price of new homes will likewise increase; and while cost increases in new home construction are contrary to the aims of the Housing Element, the importance of maintaining adequate protection for the City and its residents

led to this recommendation. Implementation of any fee increases should be timed to coincide with the implementation of the cost-saving measures in Objective I.B. to mitigate the cost increases.

GOAL V

To provide opportunities for the development of middle income housing in Hughson.

TABLE 1  
CITY OF HUGHSON  
IMPLEMENTATION OF HOUSING ACTIONS

	<u>Actions to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
#1	Action I.A.1 Submit application to receive certification as eligible for Home Ownership Home Improvement (HOHI) low interest loans.	City Administrative Office	This has been completed.	CHFA-HOHI and City General Fund.	Based upon past experience, 10 units a year can be assisted.
#2	Action I.A.2. Publicize the availability of low interest loans and programs.	City Administrative Office	On-going process.	General Fund and loan funding agency.	No outreach program is currently in affect. Information is available at the City Hall. If monies became available f an outreach program, approximately 400 households would be affected.
#3	Action I.B.1. Amend ordinances to include a P-D zone permitting greater flexibility	Planning City Administrative Office	Completed.	General Fund.	Unknown
#4	Action I.B.2. In areas available for annexation in the near future, pre-zone land to identify areas considered appropriate for single and multiple family residential developments.	Planning City Administrative Office	This has not been completed and is not applicable at this time.	General Fund.	Five year Housing needs can be accomodated without annexation.
#5	Action II.B.1. Apply to the Department of Housing and Community Development for Community Development Block Grant (CDBG) funding.	Planning City Administrative Office	Pre-application submitted, \$350,000 received for street improvements.	General Fund.	Unknown.



TABLE 1 (Continued)

CITY OF HUGHSON  
IMPLEMENTATION OF HOUSING ACTIONS

	<u>Actions, to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
6	Action II.B.2. Conditional upon approval of and successful completion of CDBG. Apply for additional funding to complete projects in following years.	City Administrative Office	Continuing process. By January 1985, additional funding will be sought to upgrade the water supply system.	General Fund and Funding Agency.	This action will have a significant affect upon the City's 20 year growth pattern as well as at least 300 of the 403 dwelling units needed by 1989.
#7	Action Review programs available through other State and Federal granting agencies to determine if alternative sources of funding for public facilities may be feasible to pursue.	City Administrative Office	On-going process.	General Fund.	Unknown.
#8	Action II.B.3. Adopt by reference the draft <u>Citizen Participation Plan</u> and implement recommendations contained therein.	City Administrative Office	Adopted.	General Fund.	Unknown. Possibly no effects to housing.
#9	Action III.A.1. Continue existing policies of assuring availability of modern and low-cost housing.	City Administrative Office	On-going.	General Fund.	If population growth is as projected, this general policy will affect 77 moderate income, 68 low income, and 95 very low income dwellings by 1989.
#10	Action III.B.1. Revise zoning ordinance to allow the City of offer Bonus incentives for low income developments.	Planning Commission and City Council	A revised zoning ordinance has been completed.	General Funds plus additional federal and state funds if available.	Increase densities by 25% or lower construction costs. Could significant affect the development of 240 dwellings needed by 1989.

TABLE 1 (Continued)

CITY OF HUGHSON  
IMPLEMENTATION OF HOUSING ACTIONS

	<u>Actions to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
#11	Action Annex land adjacent to existing corporate boundaries and zone for residential uses the amount of land sufficient to accomodate the City's fair share allocation for new units.	City Administrative Office.	Currently no annexation is taking place.	General Fund.	No annexations are necessary to accomodate housing needs for the next five years.
#12	Action Maintain sufficient land zoned commercial and industrial to permit economic development necessary to provide employment for the new households identified in the fair share housing need.	City Administrative Office.	On-going..	General Fund.	Enough zoned commercial and industrial land exists to support the five year demands. More than 70% of the current work force works outside of the City.
#13	Action Continue efforts to upgrade and expand public facilities and services necessary to provide for the health, safety and well-being of residents.	City Administrative Office.	On-going process.	General Fund and grant funds, as available.	Unknown.

#### **IV. NOISE ELEMENT**



## INTRODUCTION

The purpose of the Noise Element, including the community noise assessments, is to protect local citizens from the harmful effects of excessive exposure to noise as summarized in the following general goals and objectives.

1. Provide sufficient noise exposure information in the General Plan so that existing and potential noise impacts may be effectively addressed in the land use planning and project review processes.
2. Develop and implement effective strategies to abate and avoid excessive noise exposures in the community by requiring that effective noise mitigation measures be incorporated into the design of new noise generating and new noise sensitive land uses.
3. Protect areas within the City of Hughson sphere of influence where the present noise environment is deemed acceptable.

## BACKGROUND

The contents of a Noise Element and the methods used in its preparation have been determined by the requirements of Section 65302(g) of the California Government Code and by Guidelines for the Preparation and Content of Noise Elements of the General Plan adopted and published by the California Office of Noise Control (ONC) in 1976. As adopted, the ONC Guidelines require that certain major noise sources and areas containing noise sensitive uses be identified and quantified by preparing generalized noise exposure contours for current and projected conditions within the community. Contours may be prepared in terms of either the Community Noise Equivalent Level (CNEL)\* or the Day-Night Average Level ( $L_{dn}$ ) which are both descriptors of total noise exposure at a given location for an annual average day. It is intended that the noise exposure information developed for the Noise Element be incorporated into the General Plan to serve as a basis for achieving land use compatibility and to provide baseline levels and noise source identification for use in local noise ordinance preparation and enforcement.

\*For an explanation of the terminology used in this report, refer to Appendix A: "Acoustical Terminology."

According to the Noise Element Requirements and ONC Guidelines, the following major noise sources should be considered in the Noise Element:

1. Highways and Freeways
2. Primary Arterials and Major Local Streets



3. Railroad Operations
4. Aircraft and Airport Operations
5. Local Industrial Facilities
6. Other Stationary Sources

Noise sensitive areas to be considered in the Noise Element should include areas containing the following noise sensitive land uses:

1. Schools
2. Hospitals
3. Rest Homes
4. Long-Term Medical or Mental Care Facilities
5. Other Uses deemed noise sensitive by the local jurisdiction

#### EXISTING AND FUTURE NOISE ENVIRONMENT

##### MAJOR NOISE SOURCES

Based on discussions with Valley Planning Consultants (VPC) project staff regarding potential major noise sources, and the results of field studies by Brown-Buntin Associates (BBA), it was determined that the three major sources of community noise within the City of Hughson study area are highways and major local streets, railroad operations and local industrial activities. Specific noise sources selected for study are listed below:

1. Highways and Major Local Streets

- Santa Fe Avenue
- Hatch Road
- Tully Road
- Whitmore Avenue
- Hughson Avenue
- Charles Street
- Fox Road
- Seventh Street

2. Railroad Operations

- Atchison, Topeka and Santa Fe Railway

### 3. Industrial Facilities

Foremost Dairies, Inc.  
Hughson Terminal  
Valley Tool and Manufacturing Company, Inc.  
Hughson Chemical Company  
Nielsen-Schmidt Blacksmithing and Welding

A combination of noise monitoring and analytical noise modeling techniques was used to develop generalized  $L_{dn}$  noise contours around the major noise sources identified above for existing (1984) and future (2000) conditions.

Analytical noise modeling techniques generally make use of source-specific data including average levels of activity, hours of operation, seasonal fluctuations, and average levels of noise from source operations. Analytical methods have been developed for a number of environmental noise sources including roadways, railroad line operations, railroad yard operations, industrial plants and aircraft/airport operations. Such methods will produce reliable results, but must be used carefully to ensure that data inputs and assumptions are valid for the sources being studied. The analytical methods used in this report closely follow recommendations made by ONC, and were supplemented, where appropriate, with field-measured noise level data to account for local conditions within the Hughson area. It should be noted that the noise exposure contours presented in this report are based upon annual average conditions, and are not intended to be site-specific where local topography, vegetation and intervening structures may significantly affect noise exposure at a particular location.

#### Highways and Major Local Streets

The Federal Highway Administration (FHWA) Highway Traffic Noise Prediction Model (FHWA-RD-77-108) was used to develop  $L_{dn}$  contours for local roadways. The FHWA Model is the analytical method presently favored by most State and local agencies, including Caltrans, for traffic noise prediction. The FHWA Model is based upon reference energy emission levels for automobiles, medium trucks and heavy trucks, with consideration given to vehicle volume, speed, roadway configuration, distance to the receiver and the acoustical characteristics of the site. The FHWA Model was developed to predict hourly  $L_{eq}$  values for free-flowing traffic conditions, and is generally considered to be accurate within  $\pm 1.5$  dB. To predict  $L_{dn}$  values, it is necessary to determine the hourly distribution of traffic for a typical day and adjust the traffic volume input data to yield an equivalent hourly traffic volume.

Traffic data for existing and future conditions were obtained from Valley Planning Consultants as summarized in the Traffic Noise Prediction Worksheet included as Appendix B. It should be noted that the day/night distribution of traffic reported in

Appendix B is based upon traffic counts conducted by Stanislaus County on Whitmore Avenue and Santa Fe Avenue. Using data from Appendix B and the FHWA methodology, traffic noise levels were projected in terms of  $L_{dn}$  at a reference distance for existing (1984) and future (2000) traffic volumes. The projected levels were then used by BBA to calculate the distance from the center of the roadway to  $L_{dn}$  contour values of 65 and 60 dB (Table IV-1).

TABLE IV - 1

<u>Roadway</u>	<u>1984</u>		<u>2000</u>	
	<u><math>L_{dn}</math> 65 dB</u>	<u><math>L_{dn}</math> 60 dB</u>	<u><math>L_{dn}</math> 65 dB</u>	<u><math>L_{dn}</math> 60 dB</u>
<u>Santa Fe Avenue</u> (Within City Limits)	18	38	27	57
<u>Hatch Road</u> (Mt. View to Charles St.)	59	127	70	152
<u>Tully Road</u> (Hatch Rd.-So. City Limits)	4	8	5	9
<u>Whitmore Avenue</u> (Santa Fe Ave.-East City Limits)	7	14	8	17
<u>Hughson Avenue</u> (Santa Fe Ave.-Seventh St.)	7	14	8	17
<u>Charles Street</u> (Hughson Ave.-Fox Rd.)	3	7	4	9
<u>Fox Road</u> (Tully Rd.-East City Limits)	3	7	4	9
<u>Seventh Street</u> (Fox Rd.-No. City Limits)	2	5	3	7
(Locust St.-Fox Rd.)	2	5	3	7
(Alley-Locust St.)	5	11	6	14

Source: Brown-Buntin Associates

## Railroad Operations

Railroad operations within the City of Hughson study area are composed of freight and Amtrak passenger service on the Atchison, Topeka and Santa Fe Railway Company (A.T.&S.F.) line which runs through the western part of town. Operational data for existing (1984) and projected future (2000) operations were obtained from the railroad as summarized in Table IV-2.

TABLE IV - 2

---

<u>RAILROAD OPERATIONAL DATA</u> <u>ATCHISON, TOPEKA AND SANTA FE</u> <u>RAILWAY COMPANY</u>		
	<u>1984</u>	<u>2000</u>
Average # Trains/Day:		
Freight	22	33
Passenger	4	6
Day/Night Distribution	70%/30%	70%/30%
Average # Locomotives/Train (Freight)	3	3
Average # Cars/Train (Freight)	68	68
Speed:		
Freight	70 MPH	70 MPH
Passenger	79 MPH	79 MPH
Type of Rail	Jointed	Welded
Source:	Chief Dispatcher's Office, A.T.&S.F. Railway Co. Fresno, California	

---

Noise measurements were conducted in Hughson on February 7 and 8, 1984, to obtain representative noise level data for freight and passenger trains as they are operated through the community. Noise levels were measured both with and without warning horns which are generally used within 1,000 feet of a grade crossing. This data was mathematically combined with railroad operational data using the methods recommended by ONC to calculate the distance from the center of the track to  $L_{dn}$  contour values of 75, 70, 65 and 60 dB (Table IV-3).

TABLE IV - 3

---

DISTANCE (FEET) FROM CENTER OF TRACK  
TO  $L_{dn}$  CONTOURS FOR ATCHISON, TOPEKA AND  
SANTA FE RAILWAY LINE OPERATIONS

	<u>1984</u>	<u>2000</u>
Greater than 1000' from Grade Crossings		
$L_{dn}$ 75 dB	71	94
$L_{dn}$ 70 dB	154	203
$L_{dn}$ 65 dB	331	437
$L_{dn}$ 60 dB	713	940
Less than 1000' from Grade Crossings		
$L_{dn}$ 75 dB	133	164
$L_{dn}$ 70 dB	237	292
$L_{dn}$ 65 dB	422	519
$L_{dn}$ 60 dB	750	940

Source: Brown-Buntin Associates

---



## Industrial Facilities

Noise exposure information for local industrial facilities was developed from information obtained through interviews with plant operators and from noise level measurements conducted at reference locations, where appropriate. Consistent with the  $L_{dn}$  methodology, a 10 dB penalty was added to noise levels occurring at night (10:00 p.m. - 7:00 a.m.) where applicable. In discussing future operations with plant operators, it was readily apparent that too many variables exist to allow meaningful projections of future activity or noise levels. It is recommended that detailed studies of source operations and noise levels be conducted whenever potentially noise sensitive land uses are proposed for areas near existing industrial or commercial facilities.

### A. Foremost Dairies, Inc.

The Foremost Dairies, Inc. plant in Hughson produces butter and non-fat dry milk powder. The plant operates 24 hours/day and 365 days/year with the exception of periodic shutdowns for equipment maintenance or repairs. Major sources of noise include cooling towers, air pollution control equipment and the evaporator. Noise level measurements were conducted at three locations around the plant on February 7, 1984. Based on these measurements and reported operating hours, the  $L_{dn}$  60 dB contour for plant operations is located at approximately 350 feet from the center of the plant. No major changes in plant operations or noise levels are expected in the future.

Source: Mr. Tim Colbert, Plant Manager

### B. Hughson Terminal

The Hughson Terminal is used primarily as a weighing station during the peach season from August through October. There are no significant stationary noise sources associated with the operation of this facility.

Source: Valley Planning Consultants

### C. Valley Tool and Manufacturing Company, Inc.

This is a small machine shop which utilizes grinders, welders, lathes and vertical mills for the fabrication of small parts. All operations are conducted inside the building. The shop is open between the hours of 7:00 a.m. and 3:30 p.m., five days/week. There are no significant noise impacts on existing sensitive uses from this facility.

Source: Ms. Doris Brenda, Office Manager

D. Hughson Chemical Company

The Hughson Chemical Company is a retail and wholesale sales and distribution center for agricultural chemicals and fertilizers. Noise is generated periodically by the operation of forklifts, a tractor, a front loader and by trucks entering or leaving the facility. The facility is open five days/week and only during the daytime hours. No significant noise impacts as defined by  $L_{dn}$  are generated by the operation of this facility.

Source: Mr. Jim Wagner, Vice President

E. Neilsen-Schmidt Blacksmithing and Welding

This is a small machine and repair shop which is open between the hours of 8:00 a.m. and 5:00 p.m., 5-1/2 days/week. Equipment used includes grinders, welders, lathes and drill presses. Equipment is generally operated within the building. As defined by  $L_{dn}$ , there are no significant noise impacts associated with this operation, although intermittent noise levels are noticeable at sensitive uses located near the shop when certain types of equipment are in use outside the building.

Source: Gary Schmidt, Owner

NOISE SENSITIVE AREAS

The following noise sensitive land uses have been identified within the City of Hughson study area:

A. Residential Areas

All dwellings including single-family, multi-family, mobile homes, etc.

B. Schools

L. E. Bright School  
Emilie J. Ross School  
Hughson Elementary School  
Hughson High School

C. Parks and Recreation Areas

Schrader Park  
Hughson Youth Center, Inc.

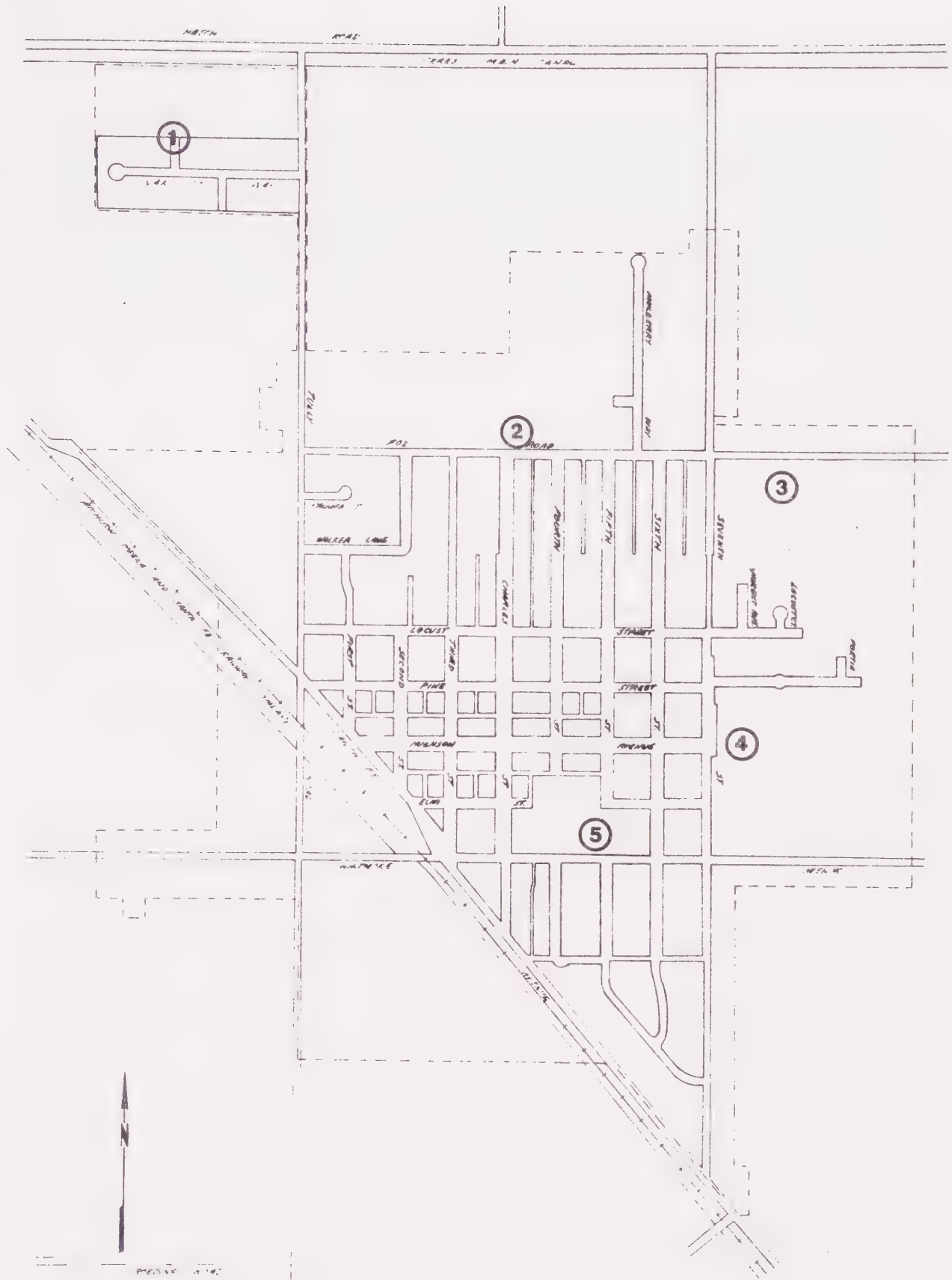


Figure 1  
 Hughson Study Area  
 & Noise Monitoring Sites

As required by the Government Code and ONC Guidelines, noise exposure in areas of the community containing noise sensitive uses was determined by monitoring. Noise monitoring sites were selected to be representative of typical noise level conditions in areas of the community where sensitive uses are located. Noise monitoring was conducted on February 7 and 8, 1984, during different times of the day and night so that reliable estimates of  $L_{dn}$  could be prepared. Noise monitoring sites are shown on a map of the study area in Figure 1. Measured noise levels and estimated  $L_{dn}$  values are summarized in Table IV-4.

TABLE IV - 4

---

SUMMARY OF MEASURED NOISE LEVELS AND ESTIMATED  
DAY-NIGHT AVERAGE LEVELS ( $L_{dn}$ ) IN AREAS  
CONTAINING NOISE SENSITIVE LAND USES

<u>Site #</u>	<u>Description</u>	<u><math>L_D</math></u>	<u><math>L_N</math></u>	<u><math>L_{dn}</math></u>
1	Narcisco Way	52 dBA	39 dBA	51 dB
2	L. E. Bright School	54 dBA	40 dBA	53 dB
3	Emilie J. Ross School	52 dBA	39 dBA	51 dB
4	Hughson Youth Center, Inc.	49 dBA	35 dBA	48 dB
5	Hughson Elementary School	55 dBA	38 dBA	53 dB

$L_D$  -  $L_{eq}$  during daytime (7:00 a.m.-10:00 p.m.) hours.

$L_N$  -  $L_{eq}$  during nighttime (10:00 p.m.-7:00 a.m.) hours.

Source: Brown-Buntin Associates

---

## COMMUNITY NOISE EXPOSURE INVENTORY

A community noise exposure inventory was prepared based on the number of homes located within noise impacted areas and the average number of persons per dwelling unit for the Hughson area. Due to community growth and development trends which are directed to the north and east of the downtown area, significant changes in the number of persons exposed to noise levels exceeding  $L_{dn}$  65 or 60 dB are not expected in the future. Table IV-5 summarizes the results of the noise exposure inventory.

TABLE IV - 5

---

### APPROXIMATE NUMBER OF PERSONS RESIDING IN NOISE IMPACTED AREAS

	<u>1984</u>	<u>2000</u>
$L_{dn}$ equals or exceeds 65 dB	619	Unchanged
$L_{dn}$ equals or exceeds 60 dB	949	Unchanged

Source: Valley Planning Consultants  
Brown-Buntin Associates

---



## DISCUSSION AND SPECIFIC POLICIES

The foregoing sections of the report have provided an assessment of existing (1984) and projected (2000) community noise levels within the City of Hughson study area.

Figure 2 has been prepared to illustrate the location and extent of noise levels exceeding  $L_{dn}$  60 dB for existing and projected conditions within the community. Contours less than twenty-five (25) feet from the center of the source have not been plotted in Figure 2 as such impacts are not considered significant. It is intended that Figure 2 be used by the City of Hughson as a guide in the planning of future land uses and zoning, and as a screening tool for evaluating development proposals involving noise sensitive land uses.

Figure 3 is provided as a guide concerning the sensitivity of different land uses to their noise environment. It is intended to illustrate the range of noise levels which will allow the full range of activities normally associated with a given land use. For example, exterior noise levels in the range of  $L_{dn}$  50-60 dB are generally considered acceptable for residential land uses, since these levels will usually allow normal outdoor and indoor activities such as sleep and communication to occur without interruption. Industrial facilities, however, are relatively insensitive to noise and may be located in a noise environment of up to  $L_{dn}$  75 dB without significant adverse effects.

In order to effectively address and mitigate existing or potential noise impacts in the City of Hughson, and to promote land use compatibility planning, the following specific policies are adopted.

1. Areas within the City of Hughson exposed to existing or projected exterior noise levels exceeding  $L_{dn}$  60 dB are designated as noise-impacted areas (Figure 2).
2. New development of residential or other noise sensitive land uses should not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into the project design to reduce noise levels in outdoor activity areas to  $L_{dn}$  60 dB or less and interior noise levels to  $L_{dn}$  45 dB or less.
3. Where the development of residential or other noise sensitive land uses is proposed for a noise-impacted area, an Acoustical Analysis will be required. The Acoustical Analysis should:
  - a. Be the responsibility of the applicant.
  - b. Be prepared by a qualified acoustical consultant (a list of qualified acoustical consultants is available from the California Office of Noise Control).







- c. Include representative sound level measurements with sufficient sampling periods and locations to adequately describe local conditions.
  - d. Include estimated noise levels in terms of exterior  $L_{dn}$  for existing and future (10-20 years hence) conditions, with a comparison made to the adopted criterion levels of the Noise Element.
  - e. Include recommendations for appropriate mitigation to achieve compliance with the adopted criterion levels of the Noise Element. Where the noise source is railroad operations, the report should discuss the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
  - f. Include the predicted resulting noise levels after the prescribed measures have been provided. If compliance with the Noise Element will not be achieved, a rationale for acceptance of the project should be provided.
- 4. The City of Hughson will enforce the State noise insulation standards (California Administrative Code, Title 25) and Chapter 35 of the Uniform Building Code concerning the construction of new multi-family dwellings such as hotels, apartments, and condominiums.
  - 5. Noise level criteria applied to land uses other than residential or other noise sensitive uses should be consistent with the recommendations of the California Office of Noise Control (Figure 3).
  - 6. New equipment and vehicles purchased by the City of Hughson should comply with noise level performance standards consistent with the best available noise reduction technology.
  - 7. The noise exposure information contained within the Noise Element should be used as a guideline for the development of an effective noise control ordinance to assist the City of Hughson in addressing noise complaints, and to provide local industry with noise level criteria for future development and equipment modification.
  - 8. The City of Hughson Police Department will actively enforce existing sections of the California Vehicle Code relating to mufflers and modified exhaust systems.
  - 9. The City of Hughson should periodically review and update the Noise Element to ensure that noise exposure information and specific policies are consistent with changing conditions within the community.



FIGURE 3

LAND USE COMPATABILITY FOR COMMUNITY NOISE ENVIRONMENTS

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L <sub>dn</sub> OR CNEL, dB						INTERPRETATION
	55	60	65	70	75	80	
RESIDENTIAL – LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES							 <b>NORMALLY ACCEPTABLE</b> Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.
RESIDENTIAL – MULTI. FAMILY							
TRANSIENT LODGING – MOTELS, HOTELS							 <b>CONDITIONALLY ACCEPTABLE</b> New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES							
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES							 <b>NORMALLY UNACCEPTABLE</b> New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS							
PLAYGROUNDS, NEIGHBORHOOD PARKS							 <b>CLEARLY UNACCEPTABLE</b> New construction or development should generally not be undertaken.
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES							
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL							
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE							

CONSIDERATIONS IN DETERMINATION OF NOISE-COMPATIBLE LAND USE

A. NORMALIZED NOISE EXPOSURE INFORMATION DESIRED

Where sufficient data exists, evaluate land use suitability with respect to a "normalized" value of CNEL or L<sub>dn</sub>. Normalized values are obtained by adding or subtracting the constants described in Table 1 to the measured or calculated value of CNEL or L<sub>dn</sub>.

B. NOISE SOURCE CHARACTERISTICS

The land use-noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB CNEL as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB CNEL criterion wherever possible, and in order to facilitate the ability of airports to comply with the Act, residential uses located in Com-

munity Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

C. SUITABLE INTERIOR ENVIRONMENTS

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB CNEL of L<sub>dn</sub>. This requirement, coupled with the measured or calculated noise reduction performance of the type of structure under consideration, should govern the minimum acceptable distance to a noise source.

D. ACCEPTABLE OUTDOOR ENVIRONMENTS

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category, may be appropriate.

10. The City of Hughson should periodically review and update the Noise Element to ensure that noise exposure information and specific policies are consistent with changing conditions within the community.



## APPENDIX A

### ACOUSTICAL TERMINOLOGY

<u>AMBIENT NOISE LEVEL:</u>	The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.
<u>A-WEIGHTED SOUND LEVEL:</u>	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.
<u>CNEL:</u>	Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7:00 p.m. to 10:00 p.m. and after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.
<u>DECIBEL, dB:</u>	A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
<u>EQUIVALENT ENERGY LEVEL, <math>L_{eq}</math>:</u>	The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. $L_{eq}$ is typically computed over 1, 8 and 24-hour sample periods.
<u><math>L_{dn}</math>:</u>	Day/Night Average Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten decibels to sound levels in the night before 7:00 a.m. and after 10:00 p.m.
NOTE: CNEL and $L_{dn}$ represent daily levels of noise exposure averaged on an annual basis, while $L_{eq}$ represents the equivalent energy noise exposure for a shorter time period, typically one hour.	
<u><math>L_{max}</math>:</u>	The maximum A-weighted noise level recorded during a noise event.
<u><math>L_n</math>:</u>	The sound level exceeded x percent of the time during a sample interval. $L_{10}$ equals the level exceeded 10 percent of the time ( $L_{90}$ , $L_{50}$ , etc.)
<u>NOISE EXPOSURE CONTOURS:</u>	Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and $L_{dn}$ are the descriptors utilized herein to describe community exposure to noise.

APPENDIX B

TRAFFIC NOISE PREDICTION

ROADWAY	FROM	TO	ANNUAL ADT YR 83/84	ANNUAL ADT YR 2000	%MT	%HT	DAY/NIGHT %	POSTED SPEED
Santa Fe Ave.	City Limits-North	City Limits-South	4,900	8,878	3	2	93/7	25
Tully Road	Hatch Road	City Limits-South	1,300	1,700	1	0	93/7	25
Whitmore Ave.	Santa Fe Avenue	City Limits-East	2,900	3,793	1	0	93/7	25
Hughson Ave.	Santa Fe Avenue	Seventh Street	3,000	3,924	1	0	93/7	25
Charles Street	Hughson Avenue	Fox Road	1,050	1,373	1	0	93/7	25
Fox Road	Tully Road	City Limits-East	1,100	1,438	1	0	93/7	25
Seventh Street	Fox Road	City Limits-North	700	915	1	0	93/7	25
Seventh Street	Locust Street	Fox Road	700	915	1	0	93/7	25
Seventh Street	Alley	Locust Street	2,100	2,746	1	0	93/7	25
Hatch Road	Mt. View	Charles Street	4,619	6,041	3	3	93/7	25

## **V. SEISMIC & PUBLIC SAFETY ELEMENT**



A.       Purpose

The Seismic and Public Safety Element combines two elements required by state law: the Seismic Safety Element and the Safety Element. The Seismic Safety Element (Government Code Section 65302[f]) requires identification and appraisal of seismic hazards and unstable geologic areas, as well as the effects of seismic activity such as faulting, ground shaking, and ground failures. The Safety Element (Government Code Section 65302[i]) requires that the city specify ways to protect its residents from fire and geologic hazards.

The objective of these elements is to make each California community aware of its safety problems and to encourage adoption of development and emergency planning practices designed to reduce loss of life, injuries, property damage and economic and social dislocation which might otherwise result from future disasters.

This element summarizes major hazard areas in Hughson, assesses existing protection services, and sets forth related city policies with respect to urban development and public safety.

B.       Seismicity

California is the most seismically active area in the United States due to its location on the circum-Pacific earthquake ring. As powerful earth processes push North America away from Europe and Africa and into the Pacific Plate, great stresses are encountered at the continental margin. This stress is relieved as a portion of the earth's crust shifts, creating an earthquake.

The major fault systems affecting the Stanislaus area lie along the Sierra Nevada and Coast Mountain Ranges. The San Andreas Fault System, representing the contact of two transcontinental tectonic plates, lies approximately 65 miles west of the City of Hughson. Two major regional fault zones, the Calaveras and Hayward, lie 45 and 55 miles northwest of the City, respectively. The regional faults of the Mother Lode system are located approximately 30 miles east in the Sierra Nevada, and are believed to be relatively inactive at present.

Despite its location in a seismically active region, the valley floor itself is relatively free of direct seismic activity or ground displacement. The only earthquake epicenter ever recorded in the area (1891) was located in the San Joaquin Valley,, adjacent to the foothills of the Sierra Nevada. The earthquake recorded an intensity of VII on the modified Mercalli Scale in the City of Modesto. (Refer to Table V-1).

There are a number of seismic hazards that can be generated by a major earthquake. Hazardous conditions can usually be attributed



# TABLE V-1

## THE MERCALLI INTENSITY SCALE

(As modified by Charles F. Richter in 1956 and rearranged)

<i>If most of these effects are observed</i>	<i>then the intensity is:</i>	<i>If most of these effects are observed</i>	<i>then the intensity is:</i>
Earthquake shaking not felt. But people may observe marginal effects of large distance earthquakes without identifying these effects as earthquake-caused. Among them: trees, structures, liquids, bodies of water sway slowly, or doors swing slowly.	I	<i>Effect on people:</i> Difficult to stand. Shaking noticed by auto drivers.	VIII
<i>Effect on people:</i> Shaking felt by those at rest, especially if they are indoors, and by those on upper floors.	II	<i>Other effects:</i> Waves on ponds; water turbid with mud. Small slides and caving in along sand or gravel banks. Large bells ring. Furniture broken. Hanging objects quiver.	
<i>Effect on people:</i> Felt by most people indoors. Some can estimate duration of shaking. But many may not recognize shaking of building as caused by an earthquake; the shaking is like that caused by the passing of light trucks.	III	<i>Structural effects:</i> Masonry D* heavily damaged; Masonry C* damaged, partially collapses in some cases; some damage to Masonry B*; none to Masonry A*. Stucco and some masonry walls fall. Chimneys, factory stacks, monuments, towers, elevated tanks twist or fall. Frame houses moved on foundations if not bolted down; loose panel walls thrown out. Decayed piling broken off.	
<i>Other effects:</i> Hanging objects swing.	IV	<i>Effect on people:</i> General fright. People thrown to ground.	IX
<i>Structural effects:</i> Windows or doors rattle. Wooden walls and frames creak.		<i>Other effects:</i> Changes in flow or temperature of springs and wells. Cracks in wet ground and on steep slopes. Steering of autos affected. Branches broken from trees.	
<i>Effect on people:</i> Felt by everyone indoors. Many estimate duration of shaking. But they still may not recognize it as caused by an earthquake. The shaking is like that caused by the passing of heavy trucks, though sometimes, instead, people may feel the sensation of a jolt, as if a heavy ball had struck the walls.	V	<i>Structural effects:</i> Masonry D* destroyed; Masonry C* heavily damaged, sometimes with complete collapse; Masonry B* is seriously damaged. General damage to foundations. Frame structures, if not bolted, shifted off foundations. Frames racked. Reservoirs seriously damaged. Underground pipes broken.	
<i>Other effects:</i> Hanging objects swing. Standing autos rock. Crockery clashes, dishes rattle or glasses clink.	VI	<i>Effect on people:</i> General Panic.	X
<i>Structural effects:</i> Doors close, open or swing. Windows rattle.		<i>Other effects:</i> Conspicuous cracks in ground. In areas of soft ground, sand is ejected through holes and piles up into a small crater, and, in muddy areas, water fountains are formed.	
<i>Effect on people:</i> Felt by everyone indoors and by most people outdoors. Many now estimate not only the duration of shaking but also its direction and have no doubt as to its cause. Sleepers awakened.		<i>Structural effects:</i> Most masonry and frame structures destroyed along with their foundations. Some well-built wooden structures and bridges destroyed. Serious damage to dams, dikes and embankments. Railroads bent slightly.	
<i>Other effects:</i> Hanging objects swing. Shutters or pictures move. Pendulum clocks stop, start or change rate. Standing autos rock. Crockery clashes, dishes rattle or glasses clink. Liquids disturbed, some spilled. Small unstable objects displaced or upset.	VII	<i>Effect on people:</i> General panic.	XI
<i>Structural effects:</i> Weak plaster and Masonry D* crack. Windows break. Doors close, open or swing.		<i>Other effects:</i> Large landslides. Water thrown on banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flat land.	
<i>Effect on people:</i> Felt by everyone. Many are frightened and run outdoors. People walk unsteadily.		<i>Structural effects:</i> General destruction of buildings. Underground pipelines completely out of service. Railroads bent greatly.	
<i>Other effects:</i> Small church or school bells ring. Pictures thrown off walls, knickknacks and books off shelves. Dishes or glasses broken. Furniture moved or overturned. Trees, bushes shaken visibly, or heard to rustle.	VIII	<i>Effect on people:</i> General panic.	XII
<i>Structural effects:</i> Masonry D* damaged; some cracks in Masonry C*. Weak chimneys break at roof line. Plaster, loose bricks, stones, tiles, cornices, unbraced parapets and architectural ornaments fall. Concrete irrigation ditches damaged.		<i>Other effects:</i> Same as for Intensity X.	
		<i>Structural effects:</i> Damage nearly total, the ultimate catastrophe.	
		<i>Other effects:</i> Large rock masses displaced. Lines of sight and level distorted. Objects thrown into air.	
		*Masonry A: Good workmanship and mortar, reinforced, designed to resist lateral forces.	
		Masonry B: Good workmanship and mortar, reinforced.	
		Masonry C: Good workmanship and mortar, unreinforced.	
		Masonry D: Poor workmanship and mortar and weak materials, like adobe.	

to a certain group of seismic events. Property damage and loss of or injury to human life can be attributed to the following categories of seismic event:

- \* Ground Shaking - - Ground shaking is the most widespread effect of an earthquake and is usually the greatest cause of damage. Dilapidated or inadequately constructed structures can be severely damaged or destroyed by intense ground shaking.
- \* Ground Failure - - Ground failure can occur in the form of a landslide, mudslide, rock falls, subsidence or liquefaction. All of these phenomenon represent actual ground failure due to steep slopes, loosely-consolidated soils and/or water-saturated conditions.
- \* Ground Displacement - - Ground displacement refers to the vertical or horizontal displacement of ground along the fault trace.
- \* Seiches - - Seiches are the generation of waves in bodies of water due to the tilting or displacement of ground along the bottom or margin of the body of water. Seiches caused by major landslides pose a serious hazard problem to reservoirs.

The principal seismic hazard in the valley is structural damage resulting from ground shaking associated with a distant earthquake. Figure V-1 indicates that the eastern portion of Stanislaus County lies within a low severity zone for earthquake damage. The probable maximum earthquake intensity is VI or VII, with damage ranging from minor to moderate.

The only potentially disastrous source of damage is inundation due to dam failure. Such failure may result from shaking, faulting or overtopping, as from seiches or massive landsliding into the reservoir. Landsliding is common on the walls of canyons in the Sierra Nevada, especially within the sedimentary rocks that compose the foothills of Tuolumne County where Don Pedro Reservoir is located.

Although Federal and State design and safety standards take into account the probable maximum earthquake intensity and to some extent the possibility of earthquake-induced seiches, there remains the remote possibility of dam failure or seiche overflow.

Given the flat terrain of Hughson, the possibility of landslides, erosion, and subsidence is minimal.

### C. General Goals and Objectives

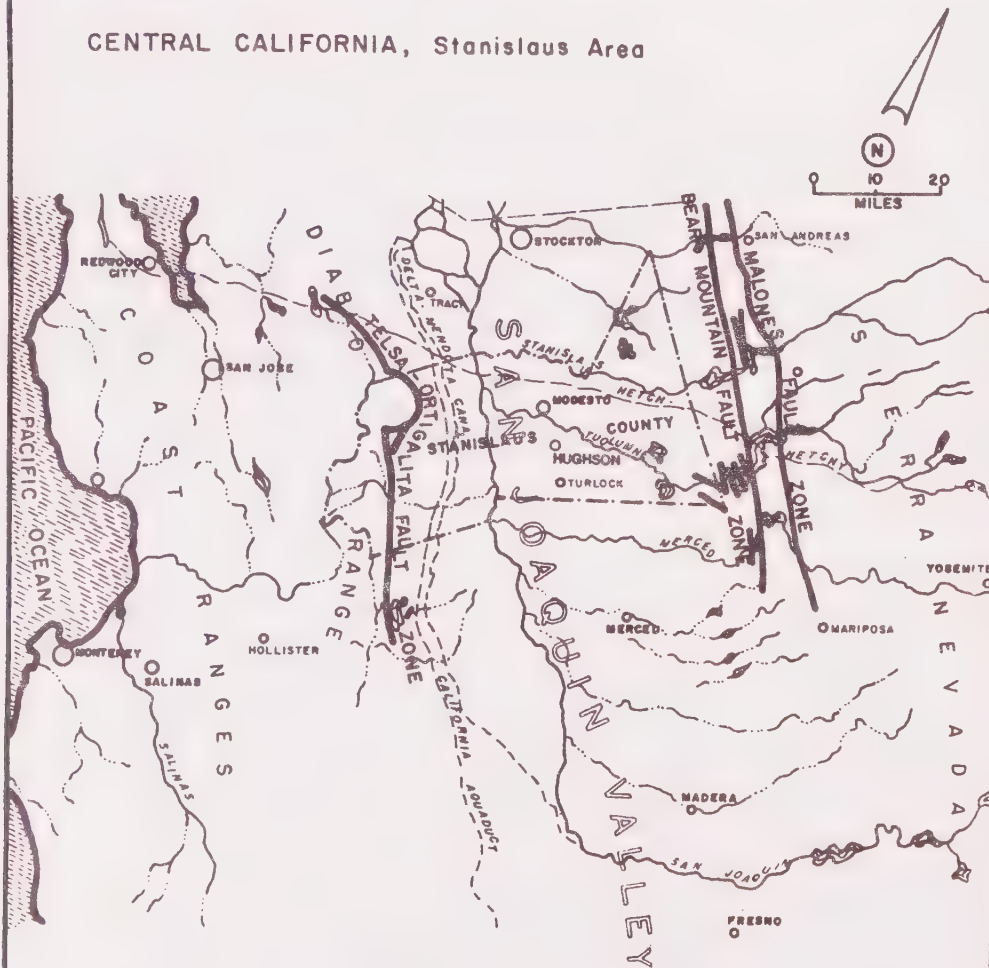
1. The City will adopt, as a background statement, the Stanislaus Area Environmental Resources Management Element-Geology and Seismic Safety, prepared by the



FIGURE V-1

# REGIONAL FAULT ZONES OF DIRECT SIGNIFICANCE TO STANISLAUS COUNTY

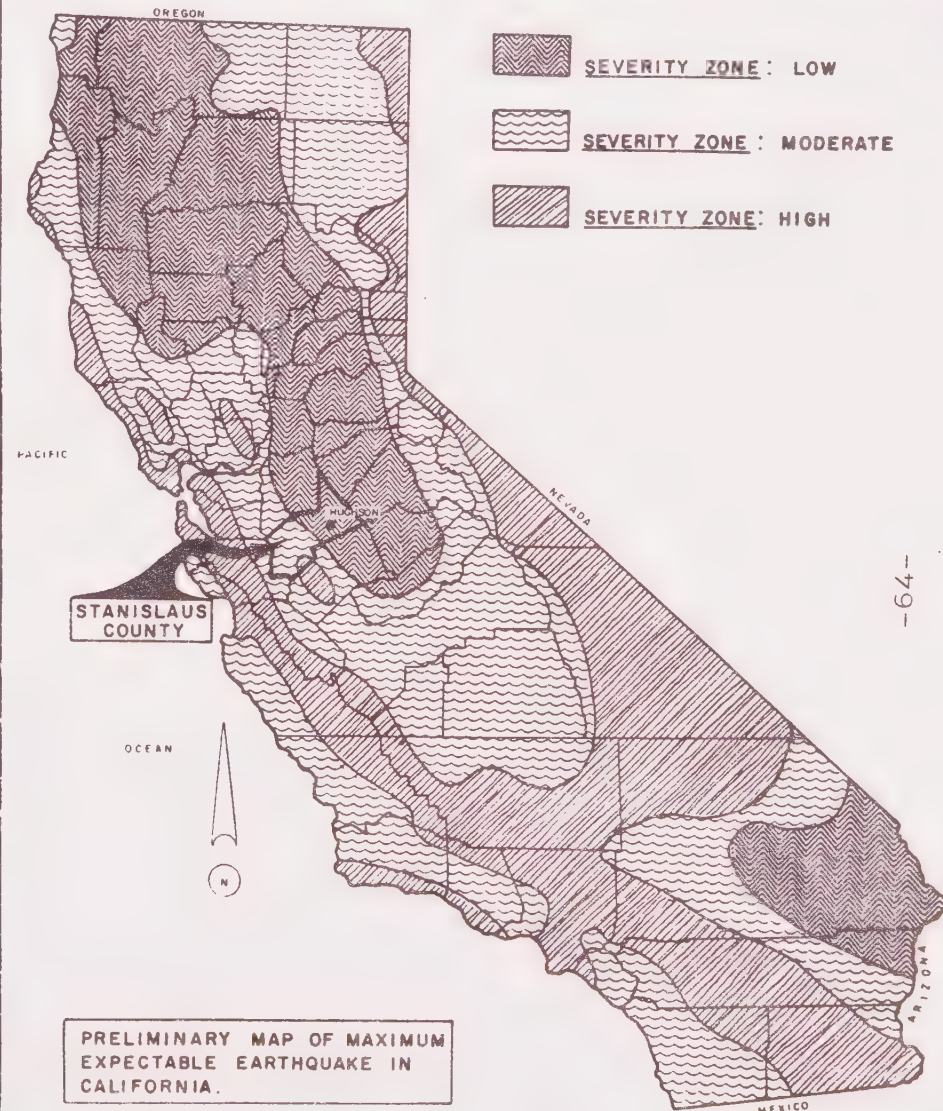
CENTRAL CALIFORNIA, Stanislaus Area



PREPARED BY: STANISLAUS AREA ASSOCIATION OF GOVERNMENTS, 1972.

FIGURE V-2

# MAXIMUM EXPECTABLE EARTHQUAKE INTENSITY



PRELIMINARY MAP OF MAXIMUM EXPECTABLE EARTHQUAKE IN CALIFORNIA.

SOURCE: CALIFORNIA DIVISION OF MINES AND GEOLOGY, BULLETIN 198.

Stanislaus Area Association of Governments; and adopt those portions of the Stanislaus County Seismic Safety Element that pertain to the Hughson planning area, in satisfaction of state requirement for a seismic safety element.

D. Specific Policies

1. Seismic Safety

- (a) The City will continue enforcing its minimum requirement that all new buildings conform to state standards set forth in the Dangerous Building Code, 1979 edition of the Uniform Building Code.
- (b) The City should initiate a building inspection program and dangerous building upgrading and abatement plan.
- (c) Adopt, as City policy, provisions set forth in the updated Stanislaus County Civil Defense Plan with regard to earthquake and emergency preparedness.

2. Storm Water Flooding

Hughson is not designated as being within a flood prone area. Localized flooding, however, does occur during storms due to the flat terrain, and the fact that much of the developed areas within the City have limited storm drainage facilities.

- (a) The City will adopt and maintain a storm drain master plan for the City, including planned growth areas.
- (b) The City will require fees in conjunction with new development to off-set the cost of developing permanent drainage facilities.
- (c) The City will require temporary drainage facilities where needed with new development when permanent facilities are not available.

3. Dam Failure Inundation

The California Office of Emergency Services reports that the Hughson planning area would be directly affected by dam failure inundation; although the failure of Don Pedro Dam is very remote.

- (a) Adopt, as City policy, provisions set forth in the updated Stanislaus County Civil Defense Plan with regard to earthquake and emergency

preparedness.

4. Fire Hazards and Natural Disasters

Hughson and the surrounding community are served by the Hughson Rural Fire District. The District is staffed by a full-time Fire Chief, and 27 volunteers. The existing fire equipment seems adequate for the foreseeable future. The maximum response time is 3 minutes, and the District provides an ISO Class VI level of fire protection. The greatest concern is the age of structures (55% of the residential structures are over 25 years old), the amount of available water pressure, and placement of fire hydrants.

- (a) The City will adopt and maintain a water system master plan for the City, including planned growth areas.
- (b) The City will continue to support the Fire District, and ensure that there is adequate manpower and equipment to provide fire protection for existing and new development.
- (c) The City will support the maintenance of present mutual aid agreements.
- (d) The City will require that all new development have adequate water supply systems to ensure an adequate supply for fire suppression purposes, and will seek to eliminate any deficiencies in the existing water supply system which may affect fire protection in developed areas of the community.
- (e) The City will enforce relevant codes and ordinances designed to abate fire hazards within all existing buildings and assure that new structures conform to these regulations.
- (f) The City will encourage the installation of private early warning and fire suppression systems.

5. Miscellaneous Hazards

- (a) The City will plan the location of hazardous material production, storage, and distribution so that it does not unnecessarily impact populated areas.
- (b) The City will conform will all applicable state and federal laws regulating hazardous materials.



- (b) The City will conform will all applicable state and federal laws regulating hazardous materials.



## **VI. OPEN SPACE & CONSERVATION ELEMENT**





## A. PURPOSE

This plan section has been formulated to meet state requirements for local preparation of a conservation element and open space element. It includes the following:

- . A local inventory of privately and publicly owned open space lands;
- . An identification of other significant local natural and cultural resources that deserve special protection and management; and
- . A set of goals, policies and implementation measures for the protection and wise utilization of local open space lands and other significant natural and cultural resources.

## B. EXISTING OPEN SPACE INVENTORY

### 1. Agricultural Values in Hughson

#### a. Soils

Background information on the nature, properties, and limitations associated with the various soils in Stanislaus County can be reviewed in the soils section of the Stanislaus Area Association of Government (SAAG) Environmental Resources Management Element - Soils (ERME). Most data regarding soils in the Hughson area have been prepared from general soil surveys and scientific interpretations by the U.S. Soil Conservation Service.

There are 7 capability classes in Stanislaus County. Class I, II, and III capabilities constitute the important agricultural lands. The majority of land in the Hughson Planning Area is Class I and III. Figure VI-1 shows the soils (Class I and III) in the Hughson Planning Area.

FIGURE VI - 1

# SOILS MAP

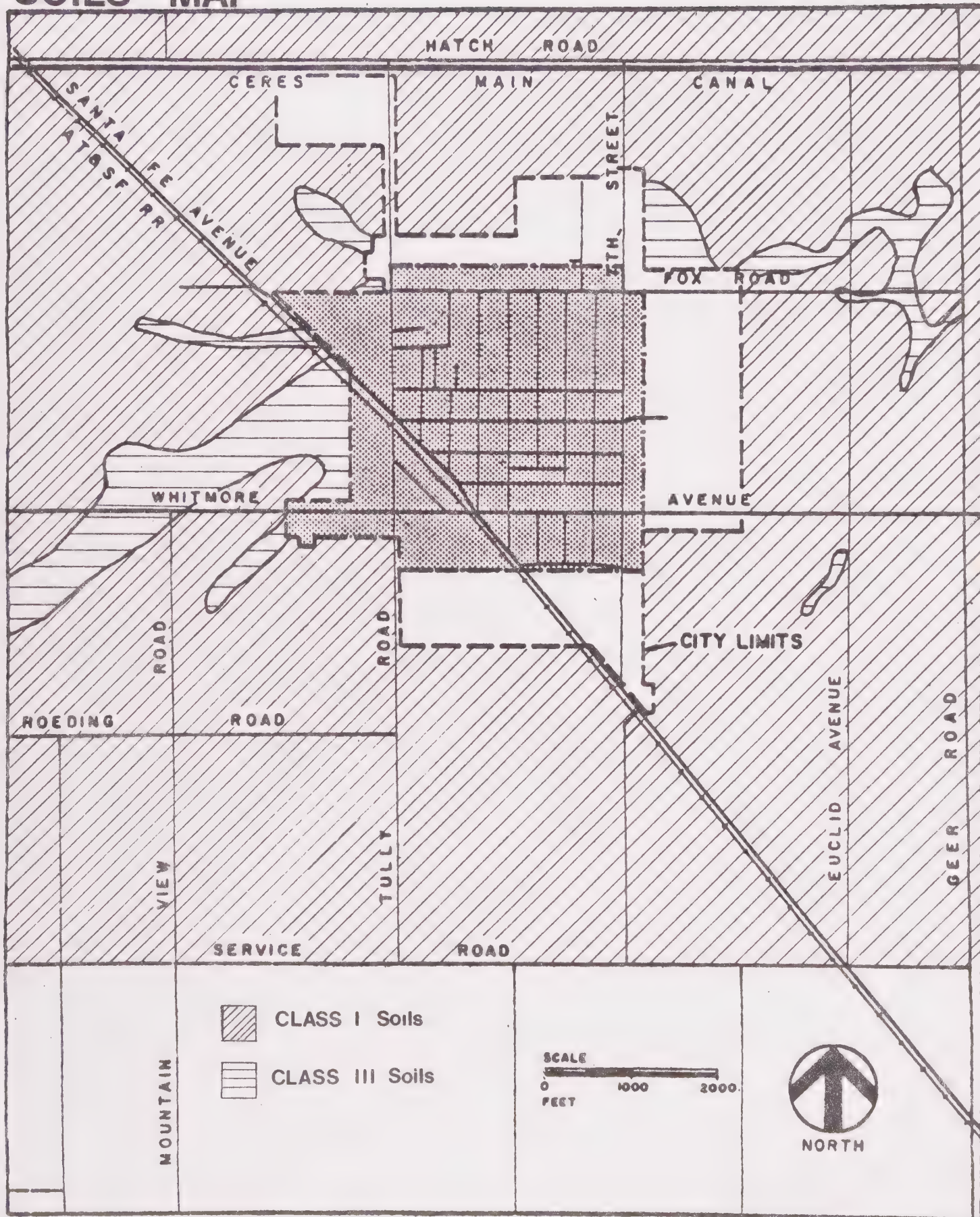
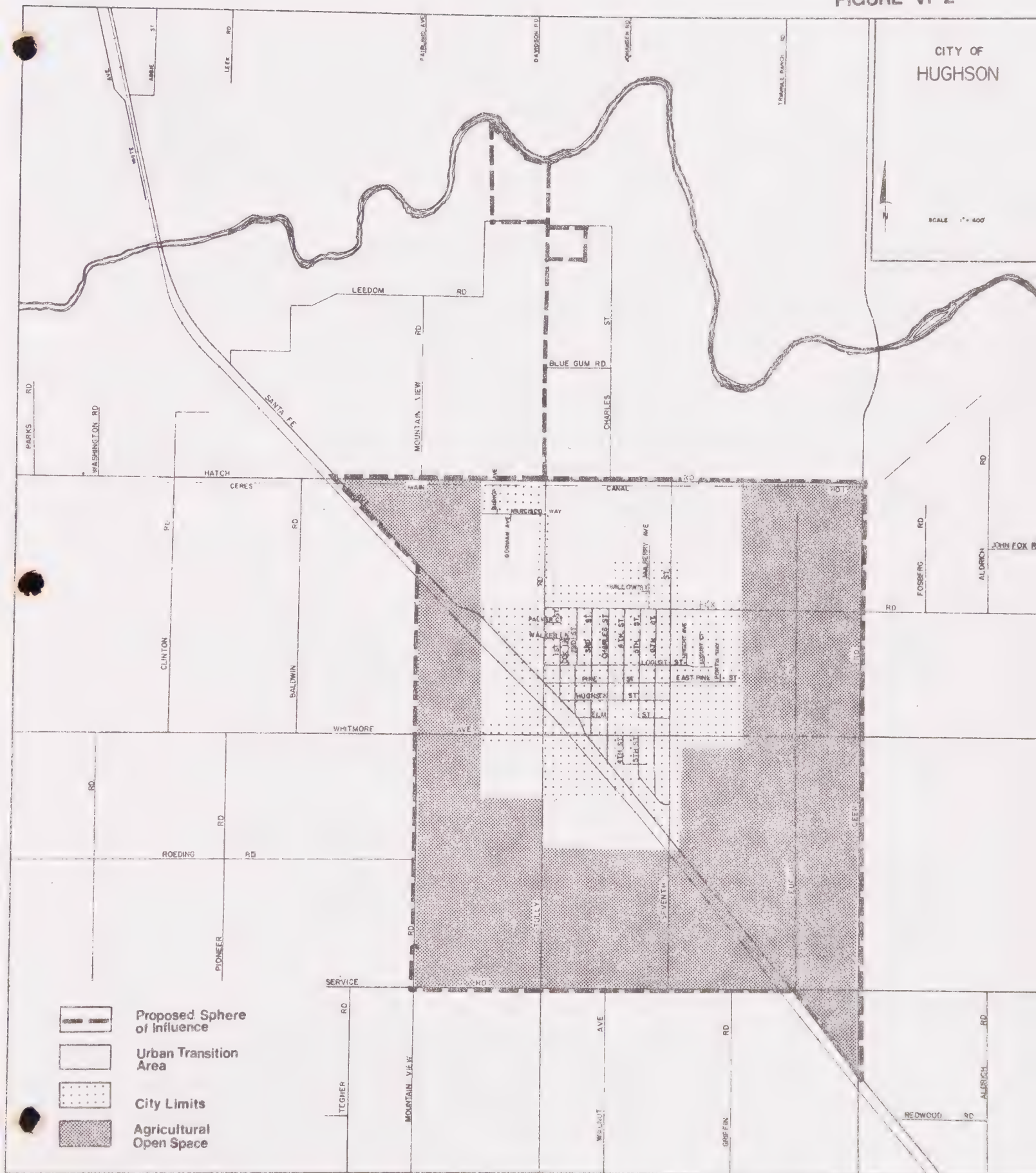




FIGURE VI-2



PROPOSED SPHERE OF INFLUENCE

b. Regional Policies

Agriculture is the major area industry deserving special emphasis in local general plan formulation. Agricultural development and conservation policies and programs have been developed on a regional basis by the County and SAAG (County Soils Study, ERME, etc.). The following goals relating to agriculture have been adopted by SAAG:

1. To achieve a balance between land resources and the social and economic needs of the people.
2. To protect all land uses from encroachment and adverse effects of others.
3. To locate all uses on land best suited to their particular needs and logically grouped and related to each other.
4. To locate urban developments only where adequate services and facilities can be provided economically.
5. To adopt policies that recognize the inherent differences in the capability of lands for agricultural use.
6. To guide urbanization in an orderly manner within spheres of influence in order to attain maximum preservation of agricultural land. Each community should designate an immediate growth area within its sphere of influence.
7. To design public policies to guide urban development away from prime and potentially prime agricultural lands.
8. To continue to use the Williamson Act as an agricultural land conservation technique.
9. To develop technical systems for reducing the water needs of irrigation, domestic, and industrial users.

c. Current Agricultural Issues

Agriculture is by far the most important economic activity in Stanislaus County, directly or indirectly involving over half the population. However, the growing trend toward urbanization is bringing with it problems of water usage (such as drainage, flooding, salt build-up, erosion, and percolation), waste disposal, and increased unemployment. The City of

Hughson considers agricultural resources to be of the utmost importance in establishing land use goals and policies.

## 2. Other Open Space and Conservation Values in Hughson

### a. Biotic Values

Urbanization and agricultural activities in the Hughson area have significantly altered the natural environment. No riparian areas exist within the sphere of influence. The proposed sewer system is, however, within the area of the Tuolumne River. The environmental implications of the plant have been adequately explored in another environmental document.

No unique flora associations are known to exist in the area and no habitat areas for endangered species are shown on current mapping by the California Department of Fish and Game. A discussion of regional biological factors can be found in the SAAG Environmental Resource Management Element - Wildlife/Vegetation.

### b. Water Resources

Groundwater is the major source of domestic, municipal and industrial water supplies in Stanislaus County and is supplemental for irrigation. The City of Hughson provides domestic and commercial water through a municipally-owned system.

Chemical analysis of the domestic water indicates that it is of good quality with the exception of high levels of total dissolved salts. The water is sampled and tested in accordance with Health Department requirements.

The depth of poor quality water, i.e., to water high in chlorides, is around 400 feet in the Hughson area. As urbanization continues, a greater demand will be placed on the groundwater basin which serves as the source of domestic and industrial water supply, and on surface supplies, which results in less groundwater recharge. Extensive pumping, combined with insufficient recharge, has already resulted in a lowering of the water table or "cone of depression," in the Oakdale, Montpelier and Modesto areas. As urbanization continues around Hughson, the water table should be carefully monitored to note the size and depth of any cone of depression that might indicate insufficient recharge is occurring.



c. Mineral Resources

Stanislaus County is not rich in mineral resources. No mineral resources are currently being mined or exploited in the Hughson Sphere of Influence.

d. Historic and Cultural Resources

No historic and cultural resources have been recorded or identified in the planning area.

## FIGURE 10-3



### 3. Parks and Open Space

The City was incorporated late in 1972 and, therefore, has no expenditure history for parks, recreation, and open space acquisition. Efforts to meet the City's parks, recreation, and open space needs should be incorporated into future budget considerations. At the present time, the City of Hughson has no City-owned parks.

#### a. Parks

Carrie Shrader Park is owned and maintained by the Hughson Union High School and is operated by Hughson Union High School and various community clubs. It contains approximately 2.2 acres and is situated adjacent to the High School and Hughson Community Center. The park contains the normal type of playground equipment and can be used for passive recreation or unstructured play activities. The park is heavily used throughout the year. Classified as a neighborhood park, Carrie Shrader Park was a community project in that the land was donated and local clubs donate equipment and help in establishing the facility.

Hughson Youth Center is one of the focal points of activity during the summer months. This organization is an independent corporation and exists as the result of 100% volunteer support. The two programs sponsored by the Center that gain the most attention are swimming and little league baseball. The facility has a swimming pool and is open to the general public. Baseball programs are administered through the youth center and games are scheduled at the schools located throughout the community. Other programs consist of Winter volleyball, weight lifting, wrestling, horseshoes, and football passing. Additional programs can be accommodated depending on volunteer instructors and availability of meeting places.

#### b. Schools

LeBright School contains approximately 7.5 acres and is located on the north side of Fox Road. The school grounds are always open after school and during summer. The local baseball league uses this site for some of their games and it is used constantly throughout the year.

Emile J. Ross School is a junior high school located on the south side of Fox Road and contains 16.7

acres. After regular school hours and during the summer, the schools are open to the public for use. However, there are no supervised or organized activities during those times. The school grounds are fenced and contain a large open area devoted to grass. Handball and paddyball courts are available at school.

Hughson Elementary School is an elementary school located on Whitmore Avenue and contains 8.4 acres. The school grounds are open after regular hours and during the summer. Playground equipment contains the normal types of school equipment and is used as a playground after regular school hours. Little League and church leagues use this school for scheduled events.

Hughson Union High School is also located on Whitmore Avenue and is the largest in enrollment, land area, and use by the community. The high school is one of the main focal points of the community based on its programs and available land area. The school contains regulation athletic fields and has three tennis courts available to the public. The gym is used by the community in the evening for organized sports. Little league also uses their field. The school grounds are open to the public and are used very frequently.

#### c. Future Parks

The City has applied for state park funds to develop a multi-use park at the site of the existing drainage pond on Fox Road and Tully Boulevard (see Figure VI-4). This site offers a unique opportunity for a joint use of the retention basin and cooperative use of school grounds.

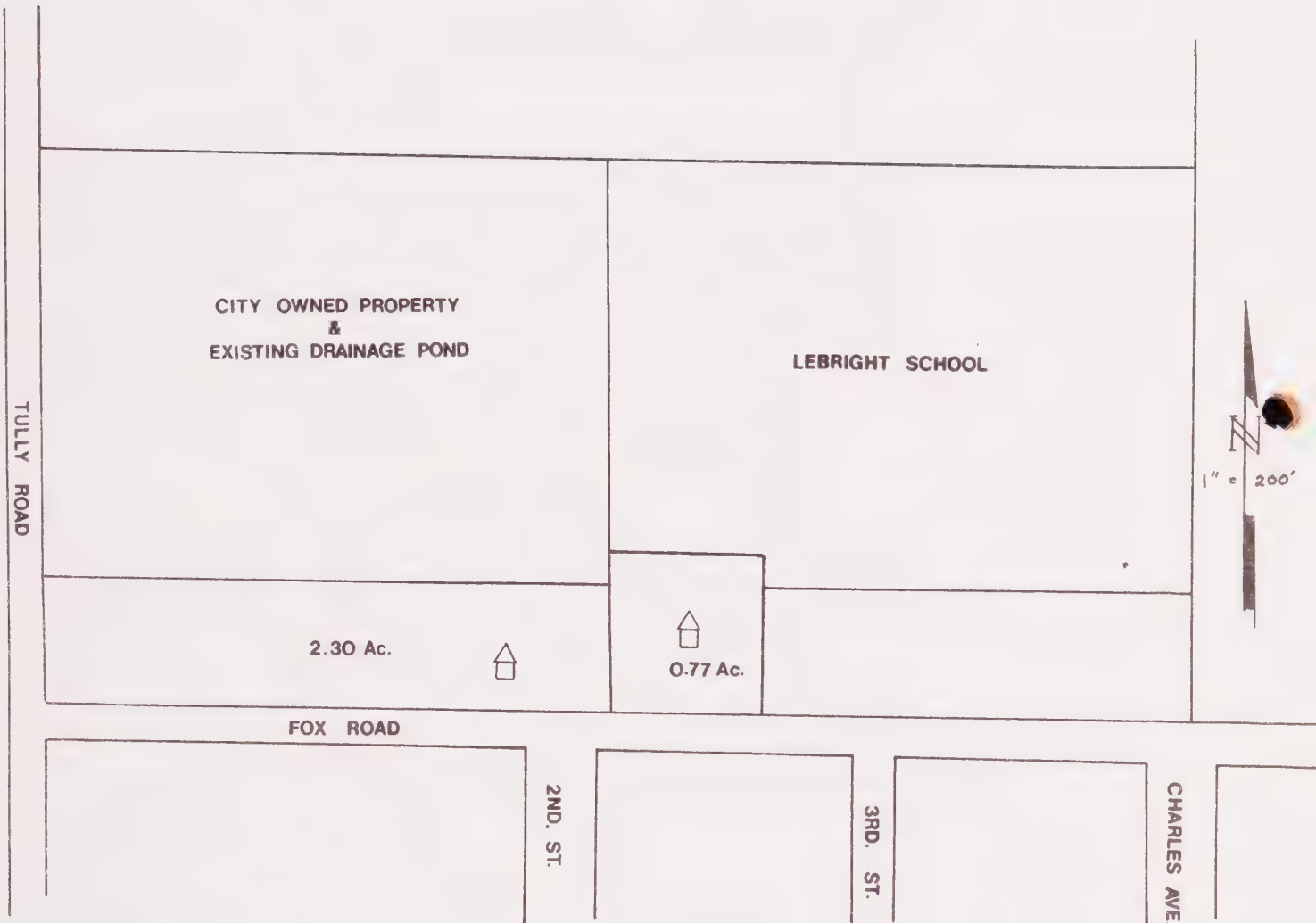
County Regional Parks provide a wide variety of recreational activities at a different scale than city parks and schools. They offer a multi-use concept such as boating and camping available to all citizens. At the present time, the County maintains 4,500 acres for recreational use and is attempting to secure additional land in response for more specific needs such as off-road vehicle areas and fishing access.

The State of California is also active in developing recreational areas in cooperation with the various counties. Examples include extending Hatfield State Park and Caswell State Park into Stanislaus County. Other projects include the Lower Stanislaus River Preservation Plan which is designed to protect the river and provide recreational opportunities at the same time.



FIGURE VI-4

# PROPOSED MULTI-USE PARK



It is obvious that parks for residents' needs are inadequate. Location and accessibility are the key weaknesses in the park system the City faces at the present time. The youth center and Shrader Park are forced to function beyond their limits due to the number of residents in the community. The problem is that virtually no local funds are immediately available for local park development.

## C. GENERAL GOALS AND OBJECTIVES

### 1. Conservation of Open Space

- a. Recognize that open space land is a limited and valuable resource which must be conserved whenever possible.
- b. Discourage premature and unnecessary conversion of open space land to urban uses. Adopt land use policies which promote contiguous development and urban infilling.
- c. Preserve open space lands as necessary to maintain a health local economy; assure the continued availability of land for the production of food and fiber, and the continued enjoyment of the area's rural character and scenic beauty; to protect appropriate lands for passive recreational use; to protect identified groundwater recharge area; and, to conserve energy.
- d. Recognize the value of landscaping areas as an important open space feature of the community.

### 2. Conservation of Other Natural Resources

- a. City land use policies should ensure against loss of significant water recharge areas in the Hughson sphere of influence due to urbanization.
- b. City land use policies should be responsive to county and regional studies with regard to water needs and the relative importance of the local water recharge areas to the overall needs.
- c. City general plan policies should contribute to regional efforts regarding the restoration and maintenance of an acceptable level of local and regional air quality.
- d. Establish and implement policies to reduce community energy consumption and costs.

#### D. OPEN SPACE CONSERVATION POLICIES

1. Preserve and properly utilize the community's agricultural resources through the following measures:
  - a. Recognize agriculture as a major industry in the Hughson Sphere of Influence, deserving special accommodation in this General Plan.
  - b. Preserve and manage the agricultural resources of the Hughson Planning Area for current and future use. Identify and protect valuable agricultural lands against urban encroachment, based on their economic and open space benefits to the community.
  - c. Designate lands which should be preserved in agricultural use. Limit use of these designated agricultural lands to agricultural uses.
  - d. Relieve pressures to convert valuable agricultural lands to urban use by carefully directing urban expansion and by promoting infilling.
  - e. In cooperation with the County, protect existing agricultural and open space resources around Hughson by establishing an urban transition boundary. Establish a County commitment to recognize and honor the boundary. All land outside of the urban transition boundary and within the sphere of influence, shall be reserved for permanent agricultural use (see Figure VI-2).
2. Designate appropriate open space lands for use in meeting current and future community park and recreation needs.
3. Continue policy of requiring park dedication and/or park fees for all subdivisions.
4. Consider density bonuses for development proposals which offer parkland dedications and encourage the provision for privately-maintained open space in planned developments.
5. Continue to pursue funding for multi-use park on Fox Road and Tully Boulevard.

#### E. CULTURAL RESOURCE CONSERVATION POLICIES

1. Incorporate programs for the identification and restoration of historic or architecturally significant resources for future central area improvement activities.

#### F. ENERGY CONSERVATION POLICIES

## 1. Conservation in New Development

Future development applications for the Hughson Planning Area should include design measures which effectively reduce reliance on conventional (non-renewable) energy sources for summer cooling and winter heating. The City should consider adoption of a set of energy conservation standards or guidelines which include the following types of measures:

### a. Growth Management

Promote energy-efficient land use and transportation policies including development compaction to minimize transportation fuel costs.

### b. Solar Orientation

Building orientation affects both a structure's heat gain and loss characteristics. In Hughson, maximizing south-wall solar orientation of individual units will allow minimal solar exposure during summer months and best use of winter sun for space heating. Similarly, west wall sun exposure should be minimized. A solar ordinance should be passed to:

Encourage all developers and builders to carefully consider the use of solar energy in design and management of all new construction in the City.

Require all new subdivisions to maximize, to the extent feasible, proper orientation of lots with regard to solar utilization.

Encourage developers and builders to properly design all structures on each building lot in the City to take fullest advantage of solar use in heating and cooling.

Encourage developers and builders to offer solar hot water heating systems as an option on new facilities.

Encourage developers and builders to maximize "passive" solar design, such as large south-facing windows for winter heat gains and overhangs and shading for summer heat protection.

Require, where feasible, the use of solar energy design on all new City facilities, including passive design and active water heating and space heating systems.



## G. AIR QUALITY MANAGEMENT POLICIES

1. The Stanislaus Air Quality Plan, which was adopted by SAAG in 1978 and updated in 1982, serves as the Air Quality Maintenance Plan (AQMP) and the Nonattainment Area Plan (NAP) for Stanislaus County.

The City of Hughson was one of the cities not specifically requested to adopt a portion of this plan. However, it is requested, nevertheless, to consider and implement those transportation tactics believed by the City to be "reasonably available." Nevertheless, no emissions credit is claimed and no implementation schedule is included.

**APPENDIX A**  
**HOUSING ELEMENT**



# HUGHSON

HOUSING ELEMENT







## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION.....	1
Housing Needs, Resources and Constraints.....	2
Housing Program.....	3
SUMMARY.....	5
HOUSING CONCERNS IN HUGHSON.....	6
Population and Employment Trends.....	6
Housing Units.....	6
Energy Conservation.....	6
Vacancy Rate.....	8
Household Income.....	8
Housing Costs.....	9
Housing Condition.....	9
Overcrowding.....	11
Housing Sites.....	11
Manufactured Housing.....	13
Housing Characteristics.....	14
Special Needs.....	14
FAIR SHARE ALLOCATION OF HOUSING NEEDS.....	18
Federal and State Regulations.....	18
Meeting Housing Needs.....	21
HOUSING CONTSTRAINTS.....	22
Market Constraints.....	22
Governmental Constraints.....	31
THE HUGHSON HOUSING PROGRAM.....	34
Existing Programs.....	34
Home Construction and Purchase.....	36
Renter Assistance.....	43
Emergency Shelter.....	44
Supportive Housing Services.....	45
Current State Programs.....	47
ALTERNATIVE HOUSING PROGRAMS FOR HUGHSON.....	55
Alternative 1: Maintain Present Levels of Effort.....	56
Alternative 2: Governmental Incentives for Private Sector Involvement.....	56
Alternative 3: Publicly Financed Public Facilities Projects.....	59
Alternative 4: Publicly Financed Housing Rehabilitation.....	60
Alternative 5: Publicly Financed Acquisition and Improvement of Low and Moderate Income Homesites.....	61
THE RECOMMENDED FIVE-YEAR HUGHSON HOUSING PROGRAM.....	63
Overview.....	63
Goal I.....	64
Goal II.....	65
Goal III.....	67
Goal IV.....	68
Goal V.....	69

RESPONSE TO STATE AND FEDERAL REQUIREMENTS.....	71
Public Participation.....	71
Intergovernmental Coordination.....	71
Consistency With Other Plan Elements.....	72
Environmental Assessment.....	72
Housing Element Update.....	72
The State Review Process.....	73
REFERENCES.....	75

### LIST OF TABLES

	<u>Page</u>
Table 1: Population and Projected Population Growth.....	7
Table 2: Existing and Projected Occupied Housing Units.....	7
Table 3: Household Rent by Gross % of Income.....	10
Table 4: Owner Household Cost by % of Income.....	10
Table 5: 1975 Condition of Housing Units for all Household and Elderly and Handicapped Households.....	15
Table 6: 1975 Age of Housing Units.....	15
Table 7: Assumed (1983-90) Annual Increase in Housing Units Needed...	19
Table 8: Needed Rental Stock Increase in 1983-89 To Maintain 1980 Rental Percentage.....	20
Table 9: Distribution of Assumed (1983-89) Housing Need by Type.....	20
Table 10: Assumed Housing Need 1983-89 by Income Category.....	20
Table 11: Increases in New Home Costs and Gross Annual Income, 1968-1979 in the Modesto Urban Area.....	24
Table 12: Approximation of Monthly Home Ownership Costs, All Single-Family Homes (New and Existing Homes).....	25
Table 13: "For Sale" Housing Occupied by Price Range 1978, Stanislaus County.....	27
Table 14: Cost Components Typical, New Single-Family House.....	28
Table 15: Monthly Payments on \$48,000 Principal, 30-Year Term Mortgage at Selected Rates.....	30
Table 16: City of Hughson, Implementation of Housing Actions.....	78

## INTRODUCTION

Housing is one of the basic human needs, and historically low-income families have always had some difficulty in adequately meeting that need. However, housing costs have risen sharply over the past several years and as a result, more and more families which are not in the low-income range are also finding it increasingly difficult to afford adequate housing. The provision of housing has become a critical and multifaceted problem requiring complex solutions which will need to be undertaken jointly by all levels of government and the private sector. One method of involvement of local governments is to adopt a housing element with a comprehensive set of policies to guide decision making in the areas of new housing supply and maintenance of existing housing.

The Housing Element is one of the nine state mandated elements of the Hughson General Plan and is required by Section 65302(c) of the California Government Code. The preparation of the Housing Element is prescribed under Article 10.6, beginning with Section 65500 of the California Government Code. [5]. Article 10.6 states that the housing element shall contain:

- (1) an assessment of housing needs and an inventory of resources and constraints to the meeting of these needs;
- (2) a statement of the community's goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing; and
- (3) a program which sets forth a five-year schedule of actions the local government is undertaking or intends to undertake to implement the policies and achieve the goals and objectives of the housing element.

In accordance with the Statute, we review the identification and analysis of existing and projected housing needs including: the locality's share of the regional housing needs for all income levels; analysis of level of payment compared to ability to pay for the locality's households; analysis of housing stock condition; the inventory of land suitable for residential development; the analysis of governmental and nongovernmental constraints upon the maintenance, improvement, or development of housing for all income levels; analysis of housing needs of special groups; and opportunities for energy conservation. Secondly, we review the housing element goals, policies, quantified objectives, and scheduled programs to assess whether they establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over the time frame of the element consistent with Government Code Section 65583(b).

## Housing Needs, Resources and Constraints

### Existing Need

#### 1. Level of Payment Compared to Ability to Pay - Section 65583(a)(2)

The Department interprets the requirement to analyze and document the level of payment compared to ability to pay in two ways: a general comparison of for-sale and for-rent housing costs to the income levels of the households residing in the community; and a quantification of the number of lower-income households (those at or below 80% of the area median income) who are paying more than 25% of their gross household income for housing. The use of this latter definition for lower-income overpayment is consistent with State and Federal regulations. Furthermore, many Federal and State programs use this definition to determine participant eligibility. Thus, in terms of program planning, it is helpful to know how many households are defined as being in need and, thus, eligible to participate in Federal and State programs.

#### 2. Special Housing Needs - Section 65583(a)(6)

The Statute requires the assessment of any special housing needs such as those of the handicapped, elderly, large facilities, farmworkers, and families with female heads of households.

#### 3. Overcrowding - Section 65583(a)(2)

#### 4. Housing Condition - Section 65583(a)(2)

This analysis should include documentation of the number of substandard units in the community including the number suitable for rehabilitation and the number in need of replacement. If possible, the number suitable for rehabilitation should be further broken down into owner- and renter-occupied units for purposes of program targeting.

### Projected Housing Needs

Section 65583(a)(1) requires that localities document and analyze population and employment trends and quantify existing and future needs including the locality's share of the region's housing needs determined pursuant to Section 65584 of the Statute.

#### 1. Population and Employment Trends

#### 2. Reduction in the Supply of Affordable Housing

In assessing existing and projected needs and in anticipation of the program requirement to preserve the existing affordable housing stock (Section 65583(c)(4)), the housing element should examine the rate of depletion of the locality's existing affordable housing stock. The most common causes of such reductions are conversion of apartments to condominiums and demolitions through redevelopment and private sector recycling.



### 3. Share of the Regional Housing Need

Section 65583(a)(1) of the Government Code requires that localities quantify existing and future housing needs for all income levels. These existing and future housing needs are to include the locality's share of the regional housing needs in accordance with Section 65584. Section 65584 calls for each locality's share of the regional need to be determined by the appropriate council of governments.

#### Land Inventory - Section 65583(a)(3)

The Statute requires that the housing element include an inventory of land suitable for residential development including vacant sites and sites having potential for redevelopment. The element must also include an analysis of the relationship of zoning and public facilities and services to these sites. A complete and comprehensive land use inventory is critical to the analysis of the adequacy of residential sites when compared to the new construction need in a community. Without such an analysis, a locality cannot determine if additional governmental actions are needed to provide sites either to accommodate collective demand or the demand generated by particular income groups. Thus, it is particularly important that the land use inventory in the element include the current zoning and dwelling unit capacity of vacant sites, as well as under-utilized land and recycling trends in the community.

#### Constraints - Section 65583(a)(4) and (5)

The Statute requires an analysis of the potential and actual governmental and nongovernmental constraints to the maintenance, improvement, and development of housing for all income levels. The purpose of a constraints analysis is to identify those governmental and nongovernmental factors unique to the community that inhibit the development, maintenance, or improvement of housing. Once identified, local planners and policy makers can take steps to mitigate or eliminate such constraints through specific programs and actions.

#### Energy Conservation - Section 65583(a)(7)

### Housing Program

Sections 65583(b) and (c) of the Government Code require that the housing element include a statement of community goals, quantified objectives, and policies relative to the maintenance, improvement, and development of housing and include a program to implement these policies and achieve these goals and objectives. This program should:

- (1) identify adequate sites which will be made available to facilitate and encourage the development of a variety of types of housing for all income levels;

- (2) assist in the development of adequate housing to meet the needs of low- and moderate-income households;
- (3) address and, where appropriate and legally possible, remove government constraints in the maintenance, improvement, and development of housing;
- (4) conserve and improve the condition of the existing affordable housing stock; and
- (5) promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.

Furthermore, while the locality's objectives need not be identical to the identified existing needs of the community, they should establish the maximum number of units that can be constructed, rehabilitated, and conserved over a five-year time frame. Finally, Section 65583(c) indicates the need to describe the locality's programs in terms of a five-year action plan, agencies and officials responsible for implementation and Federal and State funding sources.

## SUMMARY

This General Plan element has been prepared to serve as a general housing policy statement for the City of Hughson and is a revision to the Housing Element approved by the City Council on August, 1981. In addition, the revised Housing Element contains goals, objectives, and recommendations for the implementation of specific actions. The intent of the recommended actions is to meet the housing needs of Hughson residents. The emphasis of the Housing Element on the housing needs of all income level households.

The first section of the Housing Element reviews the State legislative requirements for the completion of revised housing elements and describes the specific requirements for their content. The second section is this Summary. The third section is a discussion of in Hughson (e.g., income, population, housing costs, housing conditions) and contains an analysis of housing needs in the City. The fourth section is the recommended Housing Program, plus a quantified analysis of the program recommended for adoption. The fifth section is a response to state and federal requirements.

## HOUSING CONCERNS IN HUGHSON

### Population and Employment Trends

The City of Hughson has experienced a moderate rate of growth over the past several years and has been projected to continue growing at about the same rate, as is illustrated in Table 1. Between 1975 and 1980, Hughson's working force increased from 611 to 1177. Along with this increase, the unemployment ratio jumped from 3.4% to approximately 21%. [4, 6] Approximately 80% of those employed work outside of Hughson. [5]

### Housing Units

The growth in housing units has increased commensurate with the growth in population since 1975. Since 1980, eight townhouses have been constructed. However, due to the declining housing market and subsequent bankruptcy of the developer, these units have never been completed. Another 64 units are programmed to be built over the next two years.

### Energy Conservation

State energy conservation standards for residential buildings (Title 24, California Administrative Code) took effect July 13, 1982, replacing existing standards in effect for four years. However, legislation approved in July 1982, effectively deferred the implementation of the new standards until June 15, 1983, for single family units, and until December 31, 1983 for other residential uses.

The new standards recognize climate differences within the State. They permit considerable flexibility to the builder, as long as a minimum "energy budget" is achieved. The State Energy Commission estimates they will add about \$2,000 to the cost of a home and will cut energy consumption costs on the average of about 50%. The standards are State mandated and do not require further local code changes.

Additional energy conservation programs operated or encouraged by the City are not anticipated at this time.

TABLE 1

POPULATION AND PROJECTED POPULATION GROWTH

	<u>1975(1)</u>	<u>1980(2)</u>	<u>1985(3)</u>	<u>1990(3)</u>	<u>1995(3)</u>	<u>2000(3)</u>
City	2459	2943	3639	3986	4405	4761
% Increase/ Five Years		19.7	23.7	9.5	10.5	8.1
Planning Area	3438	3887	4583	4930	5349	5840
% Increase/ Five Years		13.1	17.9	7.6	8.5	9.2

SOURCES:

1. 1975 Special Census
2. 1980 Census
3. Projections for Stanislaus County, Update, June 1982

TABLE 2

EXISTING AND PROJECTED OCCUPIED HOUSING UNITS

	<u>1990 (2)</u>			<u>1980 (1)</u>		
	<u>Single</u>	<u>Multiple</u>	<u>Total</u>	<u>Single</u>	<u>Multiple</u>	<u>Total</u>
City	1248	233	1481	834	156	990
Planning Area	1295	410	1705	1062	185	1247

	<u>1983 (2)</u>			<u>1985 (3)</u>		
	<u>Single</u>	<u>Multiple</u>	<u>Total</u>	<u>Single</u>	<u>Multiple</u>	<u>Total</u>
City	839	157	996	940	176	1116
Planning Area	987	266	1253	1280	325	1605

SOURCES:

1. 1980 Census
2. Housing Needs Report, September 1983
3. Projections for Stanislaus County, Update, June 1982



Although 56 additional units are projected through 1985, plus 365 more units by 1990, no difficulties are anticipated in meeting this need if current population trends prevail.

The present mix of dwelling types is 84% single-family units and 16% multiple-family units [7]; however, the demand for multiple units and single-family rentals presently exceeds the available supply. Rental units are typically rerented in advance of vacancy, and few require advertisement. The City could respond to this indicated need for additional rentals through the establishment of a priority for new multiple unit development between 1980 and 1989.

#### Vacancy Rate

A vacancy rate of 5% is generally considered necessary to maintain a sufficient level of available units for a healthy housing market. The 1980 Census disclosed that Hughson had a 3.5% vacancy rate. [5] Because much of the population of Hughson is composed of long-term residents, and because Hughson has a low percentage of transient residents, the vacancy rate is not expected to fluctuate markedly.

#### Household Income

Many people are reluctant to answer questions regarding their incomes because they consider it an intrusion upon their privacy. Consequently, some of the respondents in Hughson failed to complete the section of the census questionnaire on income. [5] The nonresponse may distort the profile of income characteristics unless the nonrespondents were distributed evenly among the various income groups.

However, if the responses received can be considered as characteristic of all households, the census indicates that the median annual household income for the City of Hughson was \$14,741 in 1979, which was \$1,337, or 8%, lower than the countywide median annual income of \$16,078. [6] Given these

figures, it appears that about 50% (454) of the households in Hughson fell into the low income and moderate income range in 1979. Median household income has increased since 1975 and will undoubtedly continue to increase, but it must be expected that the household income for some low income families, particularly those receiving retirement or other forms of fixed incomes, may not increase proportionally to the median. For these families, it may become increasingly difficult to cope with increasing housing costs.

### Housing Costs

The percent of household income spent on gross housing costs (including utilities) is the usual indicator of the need for rent supplements or additional construction of low-cost units. As noted above, household median income in Hughson is 8% lower than for the County as a whole. However, housing costs in Hughson are 19% lower than median costs elsewhere in the County for equivalent types of housing. This suggests that Hughson residents pay a lower percentage of their incomes for housing costs than most other County residents. If housing costs escalate at a rate equal to, or less than household income, the per capita need for rent supplements should theoretically not be any greater than that which presently exists. However, housing market influences cannot be predicted with a great degree of confidence. Over the past several years, the rise in housing costs has far outstripped the rate of increase for household income. Tables 3 and 4 indicate that Hughson households pay a smaller percent of their income for housing as their income increases. [6] This is probably a nationwide trend.

### Housing Condition

Habitability or housing condition refers to the state of the units' physical condition in relation to health and safety standards or in relation to market values. Houses whose market value fail to keep pace with others of comparable age may be in a state of deterioration or in a neighborhood which

TABLE 3

HOUSEHOLD RENT BY GROSS % OF INCOME [5,6]

<u>Rent as %</u>	<u>0 - 4,999</u>	<u>5,000- 9,999</u>	<u>10,000- 14,999</u>	<u>15,000- 19,999</u>	<u>20,000+</u>	<u>Totals</u>
0-19%	8	18	28	38	32	124
20-24%	-	18	16	18	-	52
25-34%	25	44	6	9	-	84
35+%	35	11	-	-	-	46
Not Computed	<u>9</u>	<u>-</u>	<u>12</u>	<u>-</u>	<u>-</u>	<u>21</u>
TOTALS	77	91	62	65	32	327

TABLE 4

OWNER HOUSEHOLD COST BY % OF INCOME [5,6]

<u>Owner Cost % of Income</u>	<u>0 - 4,999</u>	<u>5,000- 9,999</u>	<u>10,000- 14,999</u>	<u>15,000- 19,999</u>	<u>20,000+</u>	<u>Totals</u>
0-19%	4	36	51	105	153	349
20-24%	-	-	11	9	18	38
25-34%	8	5	9	22	6	50
35+%	25	17	5	-	12	59
Not Computed	<u>3</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>	<u>3</u>
TOTALS	40	58	76	136	189	499

is generally deteriorating. Identification of marginal neighborhoods where the state of deterioration is at present minimal may indicate a need for preventive measures to halt the neighborhood's decline. In many cases, the provision of curbs, gutters and street lights can dramatically improve the visual attractiveness of a neighborhood.

The physical condition of housing (sound, deteriorating, dilapidated and inadequate construction), was visually surveyed as part of the 1975 Special Census. Within the City of Hughson, there were 593 units that were judged as sound, 134 deteriorating units, 56 dilapidated, and 3 of inadequate construction. Without recent data, it is reasonable to assume that housing conditions have maintained a similar ratio through 1980. If this is true, then 169 housing units were deteriorating, 71 were dilapidated, and 4 were of unsound construction in 1980.

#### Overcrowding

An overcrowded household is defined as one in which there is less than one room per person. This condition may indicate one of two needs:

- (1) A need for additional housing units.
- (2) A need for rent supplements to assist large families to obtain otherwise unaffordable larger units.

In 1979, approximately 9% of Hughson's households were overcrowded as compared to Stanislaus County's average of 5%. [5]

#### Housing Sites

One of the functions of a housing element is to assess the availability of building sites to accommodate the need for new housing units for all segments of the community. Barring a totally unexpected and unprecedented high rate of growth, the City of Hughson has provided well for the accommodation of future housing needs.

Currently, there are approximately 60 acres within Hughson's city limits which are zoned for residential development. Approximately 49 of these acres will be devoted to single family development. Averaging 7 units per acre, 343 units are possible.

The remaining 11 acres could be devoted to multiple family development. At an average of 14 units per acre, an additional 154 units may be developed.

Standards and criteria to determine suitability of sites for potential nonmarket rate housing have limited impact. Recent amendments to Section 65008 of the Government Code state that "No city, county, or city and county shall, in the enactment or administration of ordinances pursuant to this title, prohibit or discriminate against a residential development because such development is intended for occupancy by persons and families of low and moderate income..." Any land zoned for single family homes can thus be developed for low income housing if a developer chooses. The City cannot, in other words, base subdivision decisions on financing arrangements or on the type of people who are going to live there.

All vacant sites zoned for residential uses within the city limits meet the HUD Site and Neighborhood Standards and the HUD Property Standards (Title 24, Sections 880.206 and 880.207) for nonmarket-rate housing.

Programs and actions being undertaken by the City of Hughson are listed in the matrix entitled Implementation of Housing Action.

Based on projections of need for new units (see next chapter), it would appear that Hughson has not only provided for ample sites to accommodate growth within the City, but within the Planning Area as well, through at least 1985. Moreover, it is appropriate that the City provide sites for the growth needs of the Planning Area, since the County adheres to a policy of not allowing development in unincorporated areas in the vicinity of cities. As a result, it is probable that nearly all future growth in the Planning Area will occur within the City.



## Manufactured Housing

At the state level, a number of gains have been made in the past few years. The following list represents a summary of that progress.

1. Mobile homes can now be placed on permanent foundation systems.
2. Those placed on permanent foundations and those sold new are taxed as real property rather than motor vehicles.
3. Mobile home owners paying ad valorem taxes can qualify for homeowners exemptions.
4. Mobile homes can be constructed without wheel hubs, axles and tongues, thereby lowering construction costs several hundred dollars.
5. The maximum width of units transported on highways was increased to fourteen feet. The wider sections permit the construction of units which are more similar in appearance to site-built homes.
6. The bill which undoubtedly has the greatest impact is SB 1960 which permits mobile homes to be placed on any lot zoned for single-family residential use, subject to the same development standards as site-built homes. SB 1960 has made a great number of potential sites available for mobile home use, and may have relieved some of the pressure from mobile home parks.

In spite of all of the recent advancement, mobile homes cannot be viewed as a panacea for the housing problems of low-income persons. Along with the improved quality of construction has come corresponding increases in costs. In today's market, the mobile home industry can offer two-story units with wood or drywall construction, shake or tile roofs and a variety of roof pitches. However, in the process of improving its product, the mobile home industry has sacrificed the traditional cost advantages. One recent study [8:27] estimates the cost of a 1,430 square foot mobile home placed on a permanent foundation and located on a 6,000 square foot lot at \$75,100, as compared to \$88,200 for a comparable site-built home. [34-37] Mobile homes have graduated from the realm of affordable housing to alternative housing. In 1980, HUD recognized that the primary distinction between mobile and site-built homes is the location of construction and formally changed the name "mobile home" to "manufactured housing".

The City will be implementing SB 1960 by exercising the options of architectural review although without exercising lot designation as provided in the legislation. The City will also be using the same site and architectural standards to judge all manufactured and on-site residential applications.

### Housing Characteristics

#### Tenure

In order to further highlight the differences in housing between renters and owners, Tables 5-6 have been prepared. Renters consistently have poorer housing conditions than owners. In Hughson, 33% of the renter occupied homes were deteriorated while only 10% of the owner occupied homes were in the same condition. On the same note, 20% of the renter occupied homes were found to be dilapidated while only 1% of the owner occupied homes were dilapidated. Table 5 also indicates that there are generally as many elderly and handicapped households living in deteriorating homes among renters as opposed to elderly and handicapped owners. The table also indicates that there are no elderly and handicapped home owners living in dilapidated housing units, but eight elderly and handicapped renter households live in such conditions. The majority of housing units in the City are over 16 years in age. Homes 20 years and older comprise 64% of the City's housing stock.

### Special Needs

Federal law requires all housing elements to take steps to assure that housing programs are implemented in such a manner as to eliminate the effects of discrimination in housing based on race, color, religion, sex or national origin. [3:6101] In addition, state antidiscrimination standards prohibit discrimination on the basis of marital status or family size. [2:692.12] These policies apply to all income levels rather than just low-income groups.

TABLE 5

1975 CONDITION OF HOUSING UNITS  
FOR ALL HOUSEHOLD AND ELDERLY  
AND HANDICAPPED HOUSEHOLDS

<u>TENURE</u>	<u>Housing Condition</u>				
	<u>Deteriorating</u>	<u>Dilapidated</u>	<u>Inadequate Construction</u>	<u>Adequate</u>	<u>Total</u>
<u>Renter Occupied</u>					
All Households	81	50	3	113	247
Elderly and Handicapped	29	8	0	*	*
<u>Owner Occupied</u>					
All Households	53	6	0	480	539
Elderly and Handicapped	25	0	0	*	*

\* Information is unavailable

Source: 1975 Special Census, Book II

TABLE 6

1975 AGE OF HOUSING UNITS

<u>Age in Years</u>	<u>Total</u>	<u>&lt;1</u>	<u>1-2</u>	<u>3-4</u>	<u>5-10</u>	<u>11-15</u>	<u>16-19</u>	<u>20-35</u>	<u>26-35</u>	<u>36+</u>
% of Units	100%	.5	1.9	11.4	5.7	11	6	13.5	16	34
# of Units	786	3	15	90	45	87	47	106	126	267

Source: 1975 Special Census, Book 11

The needs of the elderly, handicapped, farmworkers, female heads of households and large families can be determined as "special needs". The special needs of these groups are defined by the unique circumstances of the group which may require special housing considerations and the ability of the group to afford the special consideration. In other words, an elderly household, for example, must not only meet the definition of "elderly", but must also fall into the low to moderate income range in order to qualify as having a special need.

An effort to alleviate special needs must therefore consist of two separate phases: first, programs to assist special need groups which have inadequate financial resources; and second, assurances of equal access to all community housing resources for all segments of the community.

The goal of equal access has been furthered recently by the signing of a voluntary agreement by members of the Building Industry Association of Central California. HUD staff have indicated that the agreement will make sure every housing project that goes up in the County affords equality of opportunity regardless of race, color, religion, sex, or national origin. For participating builders and sellers, the agreement will mean less paperwork and, as a result, will reduce costs, benefiting both sellers and buyers.

#### Elderly

Elderly households made up a slightly greater portion of the households in Hughson than in the County as a whole. In Hughson, 26.8% of the households were counted as elderly in the Census and 12.8% of these elderly households lived below poverty level. Countywide, approximately 19.5% of the households are elderly, with 11% living below the poverty level. The proportion of elderly in Hughson below the poverty level is not significantly greater than the poverty level as a whole. Almost 12.5% of all Hughson households were found to be below the poverty level.

## Handicapped

Data on handicapped households is largely unavailable. The Census did provide some data regarding work disabilities. Census data indicates that 7.6% of those persons who would be in the labor force from Hughson are unable to work due to some type of disability. In Stanislaus County as a whole, 5.8% of the potential work force stated they are unable to work due to a disability. Work disability data is not generally a widespread indication of housing need for handicapped persons. Most work disabilities would not physically exclude persons from conventional housing.

## Farmworkers

The farmworker population of Hughson and the County as a whole, has dropped significantly. Once again, this area was not addressed directly by the Census. The Housing Needs Report calculated that 135 farmworkers were employed in the Hughson area in 1980. Farm labor housing within Stanislaus County is operated by the Stanislaus County Housing Authority. Most of the units are in the unincorporated areas of the County. At the present time, 365 units are available Countywide.

## Female Heads of Housholds

Families with female householders and no husband are most often at a lower income level than all families due to a variety of factors. Usually receiving only one source of income and needing to meet housing and other necessities such as food and child care, the poverty in such households is usually higher than average. The 1980 Census, for the first time, developed categories for analysis with male and female householders with no spouse present. [6]

## Large Families

Large family households include families with four to five persons, and very large families consist of six or more persons. The 1980 Census indicated that Hughson contained 233 large families and 85 very large families. Currently, there is no data which correlates family size with income level.



## FAIR SHARE ALLOCATION OF HOUSING NEEDS

### Federal and State Regulations

Federal regulations require that areawide agencies "identify the housing needs of the current prospective population by appropriate geographic sectors and identifiable segments of the population and provide for the distribution of housing resources (including assisted housing) to meet the needs of all citizens in order to provide a choice of housing type and location" [13] The regulations further require that broad goals and annual objectives be specified and that a housing policy be established to allocate housing resources in a manner appropriate to the identified needs.

State legislation enacted in 1980 (Chapter 1143, Statutes of 1980; AB 2853) requires Councils of Governments (COGs) in California to determine existing and projected regional housing needs. As the COG for Stanislaus County, SAAG is required by this legislation to determine city and county shares of the regional housing needs.

By 1990, the housing supply of Stanislaus County should increase by about 24,571 units from the 1983 level of housing stock. This is the "projected housing need" for the county. It would provide for the growth in the number of households in the county consistent with the latest SAAG projections and would also provide vacant units. Addition of this number would provide the region with an overall vacancy rate of 5% in 1990.

In order to accommodate projected population growth, 403 housing units are assumed to be needed in Hughson between 1983 and 1989. This amounts to 5.83% annual growth rate. [7] (See Table 7)

Housing need determination must also include a consideration of housing type and tenure, housing for all income levels, and special housing needs. Hughson's tenure split for the 403 housing units needed between 1983 and 1989 is projected at 138 rental units and 265 owner-occupied units. The housing type split is projected at 295 detached, single family and 108 attached, multifamily units through 1989. [7]

TABLE 7

ASSUMED (1983-90) ANNUAL INCREASE IN HOUSING UNITS NEEDED [7]

	<u>1983 Housing Units</u>	<u>Annual Needed Growth Rate</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988</u>	<u>1989</u>	<u>1990</u>	<u>1983-90 Total Assumed Increase In Housing Needed</u>
Annual Increase	996	5.83%	58	62	65	68	73	77	82	485
Total Housing Units	996	5.83%	1054	1116	1181	1249	1322	1399	1481	--

TABLE 8

NEEDED RENTAL STOCK INCREASE IN 1983-89  
TO MAINTAIN 1980 RENTAL PERCENTAGE

<u>1980 Percentage Owner</u>	<u>1980 Percentage Renter</u>	<u>1983-89 Assumed Increase In Housing Needed</u>	<u>1983-89 Rental Units Increase to Maintain 1980 Rental Percentage</u>	<u>1983-1989 Owner Occupied Units Increase to Maintain 1980 Owner Percentage</u>
65.88	34.12	403	138	265

TABLE 9

DISTRIBUTION OF ASSUMED (1983-1989) HOUSING NEED BY TYPE

<u>1983-89 Assumed Increase In Housing Needed</u>	<u>Single-Family Detached</u>	<u>Multifamily Attached</u>
403	295	108

Assumed farmworker housing needs are 65 units out of the total 1989 estimated need.

TABLE 10

ASSUMED HOUSING NEED 1983-89 BY INCOME CATEGORY

<u>1983-89 Assumed Increase In Housing Needed</u>	<u>Above Moderate Income 40.66%</u>	<u>Moderate Income 19.01%</u>	<u>Low Income 16.78%</u>	<u>Very Low Income 23.55%</u>
403	164	77	68	95

Table 10 shows how the increase in Hughson's available housing in 1989 could be distributed by the estimated income levels.

The presentation of these figures does not mean that each jurisdiction should be expected to construct the derived amounts of tenure and type housing. They mean only that the expected owner/renter, detached/attached, split will be consistent with the existing (1980) tenure type distribution. (See Tables 8 to 10).

Projecting the need for housing unit construction to accommodate the growth in households expected is only one factor in determining the projected need for housing. The other major component of housing need is for replacement of units estimated to be lost in the stock for the forecast period (that is, through 1989). Losses in the housing stock occur through planned demolitions, conversions to nonresidential uses (e.g., converting an upper floor unit to commercial office space), and nonplanned losses from fires, floods, earthquakes and other natural phenomena.

Hughson's projected replacement need of 6 units is not calculated in the increase in available housing because it cannot be assumed that these units will, in fact, be lost from the housing stock between 1983 and 1989. In terms of interpretation, if the units estimated as replacement need are not lost from the stock, they would not be subtracted from estimates of housing stock available in 1989. If city agencies actually expect such losses to occur, production goals should include replacing them.

#### Meeting Housing Needs

Currently, there appears to be no constraints which would inhibit Hughson from meeting its housing needs. Enough land exists within the city limits to accommodate the five year need growth and the City's sewer plant can accommodate additional population of 757 people. [1]]

There are approximately, 60 acres of residentially zoned vacant land within the city limits which can accommodate between 500 and 600 dwelling units.

## HOUSING CONSTRAINTS

### Market Constraints

As discussed earlier, local governments may provide an opportunity for a choice of housing type and location for everyone but still may not be able to guarantee construction of the needed units. The dynamic force in housing supply is the private housing market. Private market trends, in turn, are driven by national and international economic considerations which create fluctuations in the prime lending rate as economic fortunes rise and fall.

Rent increases in interest rates will increase the required monthly payments for prospective home buyers and will make it more difficult for low- and moderate-income families to purchase homes unless they are able to obtain assistance in the form of an interest subsidy. Increasing land values and construction costs will further add to the difficulty of buying a home, particularly for those families that are purchasing their first home.

### Interest Rate

Following the 1980 presidential election, there was a great deal of national optimism that new executive policies and programs would result in a decline in the prime lending rate. It appears that optimism may have been misplaced, since a decline in interest rates has yet to materialize. Interest charged to developers for short-term construction loans is generally 3% - 4% above the prime. Those rates have resulted in the cancellation locally of numerous proposed developments. Moreover the effect of these rates on the housing industry has been to bring new construction to a virtual halt.

Multiple family development has apparently been affected more adversely than other forms of housing because new units cannot demand sufficient rents to allow developers to break even on their investments under present financing costs. The problem is compounded by the fact that rental values have traditionally been quite low in Stanislaus County. Hughson's median rent was \$181 in 1979. [36] Developers and investors cannot hope to offer new units at rents which are competitive with the traditional rent values.



Construction of new single-family homes has suffered similar cutbacks due to high interest rates. In the presently depressed housing market, developers are finding it difficult to turn over completed units quickly enough to get out from under the development costs in time to make a reasonable profit on their investments. In theory, it would seem logical to expect that the large number of medium income households presently excluded from the home purchase market would enter or remain in the rental market, thereby increasing the competition for rental units. It could further be expected that a more competitive rental market would result in increased rents which, would in turn, make it more feasible to construct more multiple-family dwellings. However, the facts in the local area do not seem to support that theory at this time. On the other hand, it may require a period of lag time before the constricted home sales market begins to have a significant effect on the value of rentals.

In summary, it is sufficient to say that interest rates have had such a debilitating effect on the housing industry that it is impossible to evaluate local public policies and programs exclusive of interest rate impacts. Obviously, local housing programs are totally incapable of reversing, or even stemming, market trends which are nationwide in scope and origin. Many of the actions included in the Housing Element, for example, are intended to provide developers with specific incentives to construct affordable housing. It is unlikely, however, that local governments have incentives to offer that will totally compensate for the disincentives to development imposed by current lending rates. It will, therefore, probably not be possible to provide a fair assessment of whether local programs are working, or not, until the housing market and ancillary services achieve an approximate state of normalcy. In this instance, normalcy refers to a condition in which the building industry will be able to provide affordable (at a scale one-third of gross income) units for a majority of the market demand.

## Housing Costs

Between 1968 and 1972, the cost of a median priced new home increased from \$21,400 to \$29,260, a 37% increase. The corresponding rise in annual median household income in the County was from \$8,300 to \$10,000, a 22% increase. During this period, a majority of households could afford to buy and maintain a median priced new home. In about 1972, this trend was dramatically accelerated as new home prices began to increase at an even faster rate. From 1972 to 1979, however, housing prices rose from \$29,260 to \$78,840, a 143% increase, while median income rose only 74%, from \$10,100 to \$17,600.

As housing costs have skyrocketed over the past seven years, household income has lagged far behind. More and more households have been priced out of home ownership. This relationship is displayed in Table 11.

TABLE 11  
INCREASES IN NEW HOME COSTS AND GROSS ANNUAL INCOME, 1968-1979  
IN THE MODESTO URBAN AREA

Year	(1) Avg. Value of Permits (Modesto)	(2) Avg. Lot Costs	Margin of Profit (10%)	Avg. New Home Purchase Price	Conventional Interest Rate (%)	(3) Approximate Monthly Payment for Avg. New Home	% Increase in Monthly Payment Per 1 yr/5yrs	(4) Estimated Annual Median Family Gross Income	% Increase in Median Family Income Per 1 yr/ 5 yrs	% of Monthly Median Gross Income Needed for New House Payment
1968	\$14,456	\$ 5,000	\$1,946	\$21,400	7.0 %	\$142	--/--	\$ --	--/--	--
1969	18,355	5,000	2,335	25,690	8.0	189	33%/--	8,725	--/--	26.0%
1970	17,647	5,000	2,265	24,910	8.5	191	1%/--	9,152	4.9%/--	25.0%
1971	19,470	6,000	2,547	28,020	7.5	196	3%/--	9,507	3.9%/--	24.7%
1972	20,101	6,500	2,660	29,260	7.25	199	2%/--	10,133	6.6%/--	23.6%
1973	21,878	7,000	2,888	31,770	8.5	245	231/73%	10,795	6.5%/--	27.2%
1974	24,283	9,000	3,328	36,610	9.5	308	26%/63%	11,825	9.5%/35.5%	31.3%
1975	27,375	10,000	3,738	41,110	9.25	338	10%/77%	12,971	9.7%/41.7%	31.3%
1976	34,852	11,000	4,685	50,440	9.0	406	20%/107%	14,405	11.1%/51.5%	33.8%
1977	39,760	12,000	4,776	52,540	9.25	423	4%/113%	15,391	6.8%/51.9%	33.0%
1978	42,897	16,500	5,940	65,340	10.25	585	38%/139%	16,410	6.6%/52.0%	42.8%
1979	--(5)	21,500	6,440	70,840	11.75	723	21%/135%	17,618	7.4%/49.0%	49.3%

(1) Modesto Statistical Summary: 1978.

(2) Estimate of Local Realtor.

(3) Monthly payments do not include tax and insurance.

(4) Income data prepared by County Planning.

(5) Data on 1979 permit values not available. Average purchase price was calculated from 1978 permit values and 1979 lot costs.

In the past, existing homes were relatively less expensive than new homes were and therefore were a source of housing for those households who could not afford new housing. However, as the demand for housing has increased, existing homes have commanded higher and higher prices. The prices for existing homes are comparable to the prices for new homes. Data suggests that for every year since 1975, the percent change in prices for existing homes has escalated. This traditional source of lower cost housing affordable to households with moderate means has diminished.

TABLE 12

APPROXIMATION OF MONTHLY HOME OWNERSHIP COSTS  
ALL SINGLE-FAMILY HOMES (NEW AND EXISTING HOMES)  
(MODESTO BOARD OF REALTORS)

	7/76	7/77	7/78	7/79 <sup>4</sup>
Ave. Home Price	34,600	42,800	53,500	61,960
Amount of loan (80%)	27,680	34,200	42,800	49,500
Interest rate	9.5%	9.0%	9.5%	11.75%
Monthly Payment	233	275	360	438
Tax Rate (2-01)	10.64	10.29	4.34	4.34
Yearly Tax Payment	284	920	504	594
Monthly Tax Payment	61	77	42	50
Insurance - Mthly Pymt	9	13	15	17
Maintenance - Mthly Pymt <sup>1</sup>	35	43	53	62
Utilities - Mthly Pymt <sup>2</sup>	17	22	26	31
Income Tax Adjustment - Deduction for Interest and Property Taxes <sup>3</sup>	(61)	(73)	(84)	(129)
Monthly Home Ownership Cost	\$294	\$357	\$412	\$550
Percentage Increases:				
7/76 to 7/77	21%			
7/77 to 7/78		15%		
7/78 to 7/79			29%	
7/76 to 7/79				80%

Average Yearly Increase: 22%

1. A trade figure of .1% of the market price is used to figure monthly maintenance costs.
2. A trade figure of .05% of the market price is used to figure monthly utility costs.
3. 22% tax bracket was used to figure cash value of tax and interest payment deduction.
4. These figures are, of course, only projections.

The cost of owning and maintaining a home in the County has increased significantly over the years, especially since 1972. Cost of shelter is defined to include mortgage principal, interest, property tax, insurance, and sometimes, utilities and maintenance. Table 12 shows the monthly cost of shelter for a median priced new home sold in Stanislaus County from 1976-1979.

In the past, it has been considered affordable for a household to spend up to 25 percent of its gross monthly income for shelter. Expenditures of more than 25 percent were considered overpaying. In considering a household's ability to afford housing, lending institutions and landlords used this proportion as a guideline. As the cost of housing in the County has spiraled, it has become necessary for households to spend as much as 30 or even 33 percent of their gross monthly income to pay for shelter. Most lending institutions now appear to be using the 30 to 33 percent figure in determining whether households can qualify for a mortgage loan. Inevitably, as the proportion of income required to meet monthly shelter costs increase, more and more households are priced out of the housing market. Middle and upper income households who exceed the 33 percent limit may do so as a matter of choice. For these households, overpaying is not an acute problem.

However, lower-income households spending 33 percent of gross income for shelter costs are straining their ability to pay for other essentials. It should be remembered that the 33 percent figure for housing is based on gross earnings. After deducting at least an additional 10 to 25 percent for withholding of mandatory pay deductions, a worker has little left for food, clothing, transportation and medical care.

There are a number of factors which contribute to the dramatic shift in home prices. Affordable homes for middle and lower income County residents are simply not being built. In 1978, there were few single family homes priced under \$40,000 in Stanislaus County. Table 13 shows the price ranges of homes in Stanislaus County for 1978. This table reflects the prices for new and existing homes.

The rapid escalation in housing prices that has occurred in the County over the last six years is the result of strong local demand, coupled with a reduction in available residential lands (particularly in the Modesto Area). In addition, rising home prices have been fueled by increases in the cost of building materials, labor, finance and profits which have been major contributors to the overall nationwide increases in housing costs. The major factors contributing to this surge in demand of housing are: (a) growth in job-related demand for housing; (b) declining household size; and (c) housing speculation. Factors affecting the supply of housing are related to cost components such as land costs, labor costs, materials costs, and costs of financing. These cost components, coupled with a heightened demand, have a substantial impact on the price of homes.

TABLE 13

"FOR SALE" HOUSING OCCUPIED BY PRICE  
RANGE 1978, STANISLAUS COUNTY\*  
(INCLUDES FINAL SALES ONLY)

Price Range	Under \$24,999	\$25,000-39,999	\$40,000-54,999	\$55,000-69,999	\$70,000-84,999	\$85,000-99,999	\$100,000-124,999	\$125,000-149,999	\$150,000-199,999	\$200,000-249,999
Number of Units Sold	128	525	919	419	169	90	49	18	5	1
Percent of Total	5.5	22.6	39.5	18.0	7.2	3.3	2.1	.7	.2	

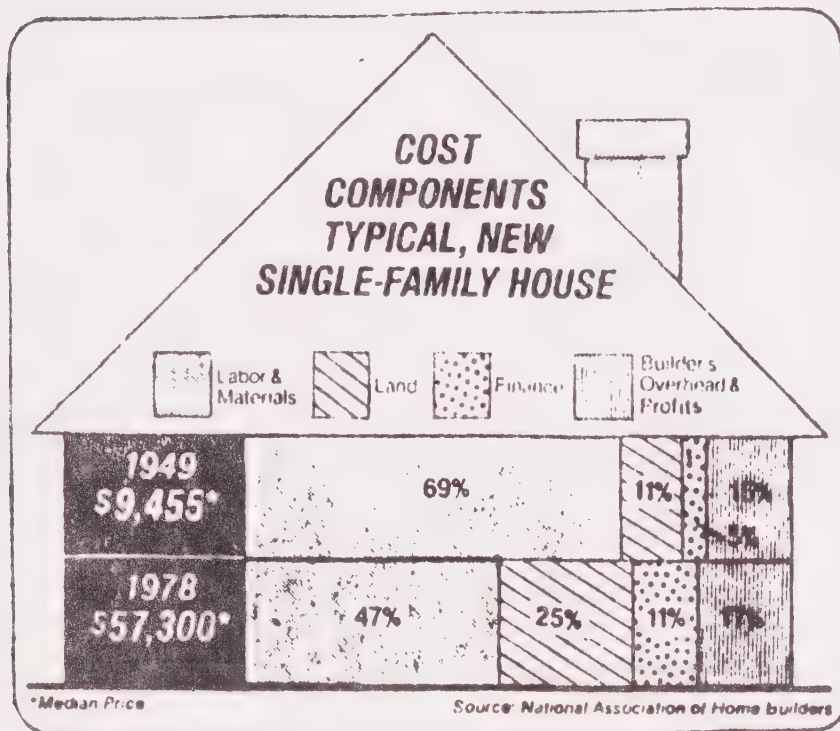
\* SOURCE: Modesto Board of Realtors

The price of a house can be broken down into its separate components to determine which components are contributing most to rising home prices. In a study conducted by the National Association of Homebuilders, it was noted that only the material and labor have actually gone down as a percentage of total sales price. The ratios for all other associated cost components to total sales price have risen.



- Although the cost of materials and labor as a proportion of all housing components fell, their dollar values continued to increase as the dollar values of all other cost components. Some components were proportionally larger contributors than others to the increase in sales price, as illustrated in Table 14. The components contributing the most to sales price increase were materials, profit and marketing, raw land prices, improvements for land, and finance.

TABLE 14



Several cost components increased at a much greater rate over the years as shown in Table 14. During the last 10 year period, however, financing, taxes and land were the big percentage gainers for home prices in this area. For this reason, they are often cited as major contributors to have price increases.

Interest rates on conventional home purchase loans have experienced a gradual increase in recent years.

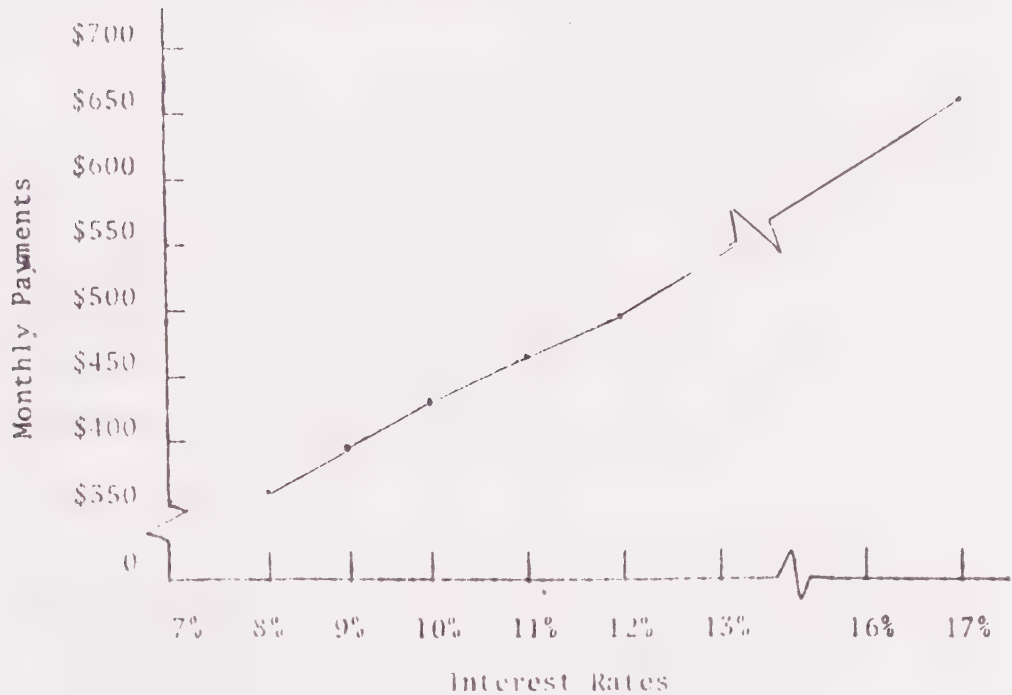
Higher interest rates affect home costs in two significant ways. First, higher interest rates add to construction costs, since home builders and contractors must borrow money in order to finance construction. This higher cost is reflected in the higher sales price of new homes. Second, higher interest rates have a substantial effect on monthly payments. The following table illustrates the size of the monthly payment on a \$48,000 principal, 30-year mortgage at selected interest rates. This would be the possible range of payments for the purchase of a \$60,000 home with a 20% down payment, or a \$54,000 home with a 10% down payment. Notice that at a 10% interest rate, the required payment on \$48,000 principal would be \$422 a month (excluding taxes and insurance). But at an 11-1/2% interest, the payments would jump \$54 to \$476 a month. At an interest rate of 16.6%, payments jump by \$189, to \$665 a month.

A high monthly mortgage payment is only one of the many problems confronting Stanislaus County residents. Another significant problem that households seeking to buy a home must contend with are the high initial costs. As home prices in the County have soared, so has the amount of the down payment required to purchase them. Not only may a household faced with approximate monthly payments of \$665 (plus principal interest, property tax and insurance) for a \$60,000 new home, but it must initially come up with a \$12,000 down payment (20% on a conventional mortgage). In addition, a family can expect to pay an estimated 2% to 3% of the sales price for closing costs; on a \$60,000 home, this would be approximately \$1500. A substantial number of people could make the monthly payments involved in homeownership, but because they lack the large down payment, they are forced out of the market. This is particularly true for families who have not previously owned a home, and thus, have no equity built up for a down payment.

Escalating home values and a tightening of resources available to finance home loans has adverse effects on families which rent their homes as well.

TABLE 15

MONTHLY PAYMENTS ON \$48,000 PRINCIPAL  
30-YEAR TERM MORTGAGE AT SELECTED RATES



NOTE: The amounts illustrated in the table above are interest and principal payments only, and do not include monthly charges for insurance and property taxes.

First, rapid appreciation in residential property values is usually translated into higher rents, and second, when homes are difficult to buy, the demand and competition for rental units increase.

## Governmental Constraints

### Local Governments

In the wake of the property tax rollbacks which were enacted in 1978, local governments are less able to share the costs of developments with the developer. Therefore, cities have been placed in the position of placing a greater financial burden upon the developer. The developer's costs are passed on to the housing market in the form of higher housing costs.

The permit process is also costly to the developer. The overall extent of the dollar costs are usually dependent upon the size of the development, although the time required to process a subdivision map may consume two to three months. Aside from the dollar costs associated with the various permit fees, the developer is usually assessed for a share of costs of traffic signs and signals, public safety measures, parks and recreation facilities and water and sewer facilities. It is also the developer's responsibility to install all utilities, streets and gutters within the development.

The City has recently ended a three-year moratorium on development. The moratorium was based upon problems associated with the lack of sewage treatment capacity. These problems are being corrected through a 208 Clean Water Grant which is being used to upgrade the City's municipal sewage treatment and storm drainage facilities. A Community Development Block Grant and State Transportation Development Act monies will also be used to improve the sewage collection system, and renew streets and gutters in the north/west section of the City.

The City's water supply system may also present a constraint to housing development. Although the water transmission system is adequate for existing development, excessive future development would have to bear the cost of upgrading the system. Developers are expected to pay a facilities participation fee which equates to paying for the development's share of capacity demand as well as any associated capital-replacement costs.

The City can do very little to overcome the financial constraints which were placed upon developers, as mentioned above. However, the City is encouraging (P-D) development and density bonuses for residential developments which allocate portions of the development to moderate and low income families. As mentioned above, the City is also pursuing State and Federal funds which will be used to overcome some of the financial constraints which face both the City and the developer.

#### State and Federal Governments

Both the state and federal governments operate a variety of programs which offer a range of housing assistance. However, the existence of these programs does not guarantee that all local governments can take advantage of them. Budget fluctuations can change the level of funding for programs from year to year. In some cases, local jurisdictions must compete statewide among themselves for the available funds. Depending on the nature of the competition, a city's program may be deemed adequate to be funded one year but not sufficiently competitive for funding the following year.

Grant application requirements are also sometimes sufficiently rigorous as to render it infeasible for small cities with limited staff to meet the necessary requirements, let alone stay abreast of current funding levels or changes in regulations and guidelines.

Since population and housing growth invariably progress commensurate to an area's economic development, state and federal fiscal and environmental policies have the potential to act as incentives or deterrents to new growth. In recent years, for example, new legislation and regulations in the areas of air and water quality, while providing a greater measure of public safety, have created obstacles to development for both local governments and private interests. Meeting these new requirements can prove to be costly and time consuming and may require expertise which is not available through local staff resources.



Developing land for low-income families often depends on the developers ability to obtain sources of State or Federal financing. Funding for low interest loans and some other projects relating to construction have been cutback or eliminated. HOHI loans have been suspended. At the present time, no new applications are being accepted. The spread between conventional and low interest loans has become too great for some programs.

FHA Section 235 funding is no longer feasible because of the gap between conventional interest rates and rates for low and moderate income housing programs. Section 8 monies are available, but due to the difficult housing environment in California, almost 30% have not reached the direct beneficiary. [11-14] Another barrier to the production of assisted housing is Article 34 of the State Constitution. Both local Public Housing Authorities and the California Housing Finance Agency are required to have a public referendum in each locality as a prerequisite to acquiring and/or financing subsidized housing. Even if a referendum is approved, it must contain limitations on the number of units to be constructed and the types of households eligible to benefit.

Other government regulations and requirements can also add significantly to the costs a developer, and ultimately the consumer, must pay. A recent survey found that no other state does more to sustain high housing costs. [11-15] This, of course, adversely affects all the HUD construction and housing assistance programs. The California Environmental Quality Act (CEQA) places not only a financial constraint upon builders, but also a time constraint. The preparation of an Environmental Impact Report (EIR) and associated proceedings can take anywhere from a few months to a period of years. Delays associated with these rules are estimated to add between four and seven percent to the cost of new units. [11-15]

## THE HUGHSON HOUSING PROGRAM

### Existing Programs

Housing conditions in any area are influenced by factors beyond those discussed earlier, such as the age of the houses, the condition of public facilities, and the socioeconomic characteristics of the residents. To a large degree, the existing community resources available to assist people with their housing problems determines the way in which people view housing conditions in their community. There are a variety of housing programs and services which are available to residents of Hughson in general and to low- and moderate-income households in particular. Some of these programs are utilized extensively. The Stanislaus County Housing Authority, for example, generally has a long list of applicants waiting to obtain Section 8 rental housing. Other programs, such as the Farmers Home Administration, Section 504 program, are hardly utilized at all.

This section has been provided to serve as a compendium of the major housing resources available to area residents. This list of resources is not complete in that it does not include such groups as the Red Cross, Civil Defense, churches, service clubs and charitable organizations which provide housing assistance within the County on a periodic basis. Hopefully, the list comprises an accounting of the major services provided on a regular, ongoing basis. The resources listed below include programs and services administered by federal, state and local agencies, and the private sector. The programs administered by these agencies are frequently intricately related. For example, the Stanislaus County Housing Authority operates as a local housing resource, yet is funded primarily by federal agencies, and as such, translates federal housing policies and programs into local realities. At the local level, many organizations serve similar functions; but while the interests of these organizations may overlap, they generally do not duplicate services because they serve different segments of the community. It is common for these organizations to make collateral referrals to each other if an organization other than their own can better serve the housing needs of a family.

The programs and services offered are of three basic types: direct assistance, indirect assistance and supportive services. Direct assistance is received in the form of a grant or loan directly from the funding agency. Indirect assistance is usually channeled through another party before the beneficiary realizes the benefit, as is the case with loan guarantees and loan insurance. Supportive services are provided in the form of counseling, referral and legal services. Most of the direct and indirect assistance programs are supported by federal funding. Supportive services are usually local in nature but may be supported in part or entirely by state and/or federal funds.

While the following list of resources includes only those programs and services for which families and individuals may apply in their own behalf, it should be recognized that an even greater number of federal programs exist for the purpose of assisting the housing problems of low- and moderate-income households for which local governmental bodies, private nonprofit organizations, cooperatives, profit-motivated builder-sellers, investor-sponsors, limited distribution sponsors and others may apply. These programs generally offer grants or loans with more favorable interest rates than the applicant might otherwise be able to obtain. Typical activities that may be funded under these programs are: [15:8441]

- acquisition and improvement of low- and moderate-income sites by public bodies for nonprofit resale;
- construction, or purchase of homes for nonprofit resale to low- and moderate-income families;
- repair, improvement or rehabilitation of low- and moderate-income homes;
- construction, purchase or rehabilitation of homes to be utilized as low- and moderate-income rental units;
- purchase of land, construction of buildings, and purchase of equipment for community services such as fire stations, parks and community centers;

- construction, improvement or expansion of public facilities such as sewerage disposal and treatment facilities, water supply, storm drains, streets, curbs, gutters, sidewalks and street lighting;
- technical assistance, counseling and a tool-loan program for low- and moderate-income persons who want to do their own construction or rehabilitation work; and
- costs incurred for planning and administration of local housing programs.

Although the list of activities eligible for program funding is lengthy, a number of the programs are underutilized in Stanislaus County. The lack of demonstrated enthusiasm for these programs may be due to one of several reasons. First, interest by private developers in FHA Section 235 financing for low-income home construction has been due to the increase in conventional interest rates. Even though FHA has not raised Section 237 interest rates, the developer must pay points to the financing agency of the buyer when he sells the property. As the gap widens between FHA and conventional interest rates, the developer must pay more points when he sells a home.

Second, funding of federal programs is uncertain from year to year. The lack of assurance for long-term funding creates some reluctance on the part of local governments to enter into long-term programs.

Third, extensive planning and data requirements that must accompany applications for assistance frequently discourage smaller cities which might otherwise be interested in applying for federal funds. Within Stanislaus County, there are five cities which have no planning staff to develop housing plans and comply with other federal grant prerequisites.

#### Home Construction and Purchase

Department of Housing and Urban Development (HUD). Through the Federal Housing Administration (FHA), HUD maintains home loan programs for households of virtually every income level. In Stanislaus County, most conventional FHA financed homes have been made available by private developers who



obtain FHA financing to build and sell homes to FHA qualified buyers. Single-family homes, multiple units, condominiums and mobile homes are all eligible for FHA financing at an interest rate below that of private lending institutions (the current interest rate for conventional FHA loans is 12%).

As in the past, conventional FHA loan programs continue to be well utilized by local residents, as is demonstrated by the fact that FHA performed 95 appraisals in Stanislaus County during December, 1978. [26]

Residents of the area who are veterans of the United States armed forces may also be eligible to take advantage of the HUD mortgage insurance program for certified veterans. Veterans may secure these loans with no down payment. In addition to the veterans and conventional FHA loans which have no upper income limits for eligibility, HUD funds programs to assist families, handicapped and elderly persons in the low- and moderate-income range to obtain low-interest rate loans for suitable housing. [4:430-471] The loans, though generally arranged through private lending institutions, are guaranteed by HUD, and monthly interest reduction payments are made to the lender in behalf of the low- or moderate-income family. These loans can be used to construct, purchase, or rehabilitate housing which will be occupied by the low-income owner.

The effective interest rate for some programs may be as low as four percent. Programs which provide loan guarantees and interest subsidies have enjoyed wide popularity in the past but are presently underutilized in the local area.

Farmers Home Administration (FmHA), Department of Agriculture. Section 502, the basic FmHA home purchase program for individuals, offers a wide variety of housing assistance which, for the most part, is available to low- and moderate-income families in rural areas and in cities where the population does not exceed 10,000. (FmHA provides for some exceptions to the population limit).



Section 502 FmHA loans provide guaranteed/insured loans to construct, purchase or repair housing; to provide sewage disposal or water supply facilities; to weatherize a home; to buy land for a housing site; and to refinance housing debts, under certain circumstances. Interest credits may, under certain conditions, be granted to lower-income families, which will reduce the effective interest rate paid to as low as one percent. [16:22]

Section 502 FmHA loans have been well utilized throughout Stanislaus County. FmHA approved about 100 Section 502 low-interest loans in 1978 and maintains more than 1,100 of these loans in the County. The loans are dispersed throughout the County as follows: Empire, 450; Riverbank, 200; Waterford, 100; Hughson, 100; Denair, 100; Oakdale, 75; Patterson, 50; Newman, 50; and Grayson, 50. [17] FmHA does not approve Section 502 loans within the cities of Ceres, Turlock or Modesto because of the population limitations. The continuing success of the Section 502 program is at least partly due to the fact that the seller doesn't pay points to the lender.

Veterans Administration (VA). The most common form of VA financing housing assistance is the extensively used G. I. Home Loan, which provides guaranteed and insured loans to eligible veterans at interest rates which are lower than those generally available to nonveterans. In addition, the VA administers programs which offer direct loans to eligible veterans or survivors in rural areas and direct loans plus direct payment of 50% of the housing cost for certain disabled veterans. [16:807] The conventional G. I. Home Loan program has been widely used throughout the local area.

California Veterans Administration (Cal-Vet). Cal-Vet offers low-interest loans to veterans who were either born in California or whose bona fide residence was California at the time of induction into the military. Cal-Vet loans have been well utilized locally because the current 8.0% interest rate is substantially lower than most area residents can obtain. Furthermore, the seller is not compelled to pay points if he sells his property to a Cal-Vet financed buyer. The regional Cal-Vet office in Modesto, which covers a six-county area, receives an average of 30 loan applications per week.

Cal-Vet financed buyer. The regional Cal-Vet office in Modesto, which covers a six-county area had received 575 applications during 1983 as of October 24, 1983. The maximum amount available for financing was recently raised from \$55,000 to \$75,000. Cal Vet office staff have noted a surge in applications due to the increased amount available for individual loan. In 1982, 127 Cal Vet loans were issued in Stanislaus County.

The California Housing Finance Agency (CHFA). The Home Ownership and Home Improvement (HOHI) loan program to provide and improve low income housing began in 1979. HOHI was administered by CHFA and financed by the sales of tax exempt bonds. The revenues generated by the bond sales are used to provide interest subsidies to low and moderate-income families for home purchases or home rehabilitation. The subsidy permits these families to obtain loans at about 3% to 4% below conventional interest rates and is more liberal than comparable programs with respect to income and loan limits. In Stanislaus County, the income limit is approximately \$20,000 per year for a family of six or more, and the maximum loan limit is about \$60,000. [18:A-5] The HOHI program has not been in operation since 1981 due to unfavorable interest rates. It is hoped that the program will be resumed when rates are more favorable.

The HOHI program was a major support to local community development and housing programs in an increasing number of California communities. A substantial number of private lenders worked with localities, real estate agents, and developers to rehabilitate and expand the housing stock and provide mortgage financing to needy areas of urban and rural communities. Increasing numbers of low and moderate-income home buyers and renters were being served by this program. [18]

The HOHI program was operating at a scale of approximately \$200 million annually. Commitments for \$100 million were accepted from 51 lenders operating in 43 cities at the start of 1979. In addition, \$10 million was set aside for the exclusive use by localities for the origination of high priority rehabilitation loans. The HOHI program was particularly attractive to small cities because of the minimal requirements for administration and staff time necessary to operate the program.

Self-Help Enterprises (SHE). SHE assists low-income families to build their own homes. In order to qualify for assistance from SHE, the applicant must agree to perform a substantial amount of the labor required for the construction of the home. SHE provides technical assistance and counseling services in areas such as selection of tools and materials, obtaining the most favorable financing, construction techniques and home maintenance. As of December 31, 1978, SHE had assisted in the completion of 299 housing units in Stanislaus County. These units house 1,815 low-income persons. [19]

The large majority of these homes are financed through Section 502 FmHA loans, although a small number of the units are financed via HUD, Section 235. The amount of indebtedness incurred by the applicant under a SHE project is considerably less than it would be under other programs, since the applicant's contribution of his own labor substantially reduces construction costs.

#### Housing Rehabilitation Programs Available to Individual Applicants

Department of Housing and Urban Development. Despite the large number of HUD programs available to organizations, programs designed to assist families as applicants are largely limited to the Section 203(k), Section 312, and Section 221(d)(2) loan programs.

Section 203(k) offers insured loans of up to \$12,000 at 8-1/2% interest. The homes must not be located in an urban renewal area and must be at least 10 years old unless the loan is for major structural improvements. The maximum loan repayment period may extend up to 20 years.

Section 312 provides for direct HUD loans to property owners in neighborhood development, urban renewal, code enforcement areas, Community Development Block Grant areas and Urban Homesteading areas. Because of the specific nature of the areas where these loans may be approved, it is doubtful that many area residents are presently eligible for Section 312 assistance outside of Modesto. However, it is quite possible that Community Development Block Grant areas may be established in some of the County's smaller cities within the next few years. In that event, residents of those areas would become eligible to apply for Section 312.



Section 221(d)(2) provides mortgage insurance for low- and moderate-income families on loans to purchase or rehabilitate.

At this time, neither Section 203(k), Section 221(d)(2), nor Section 312 is being utilized locally. During the past year, the regional HUD Office in Fresno has received no application for those programs. [20]

Farmers Home Administration. Through Section 502 Rural Housing Loans, FmHA offers low-interest loans in housing rehabilitation to homeowners in rural areas. Interest credits may, under certain conditions, be granted to lower-income families, which reduces the effective interest rate paid to as low as one percent, depending on the size of the loan, family size and the applicant's income. [16]

Section 504 funds are available in the form of loans or grants to very low-income applicants who don't qualify for Section 502 loans. Loan eligibility is determined without consideration of the applicant's age, but grant recipients must be 62 years of age or older and must be unable to repay part of the assistance received as a grant. Section 504 grants and loans can provide eligible owner-occupants with up to \$5,000 to repair or improve their dwelling in order to make it safe and sanitary and to remove health hazards. [16]

In contrast to the popularity of Section 502 FmHA loans for home purchases, Sections 502 and 504 are not being used locally for rehabilitation. [17] One probable cause of underutilization is an apparent lack of awareness of the availability of grants and low-interest loans for rehabilitation purposes. Section 504 is a potentially valuable resource for elderly homeowners in particular, since grants are restricted to applicants age 62 or older. Furthermore, the 1975 Special Census suggests that a large percentage of the households which qualify as both very low income and homeowners are elderly households which subsist on fixed incomes.

Self-Help Enterprises. In addition to the assistance which SHE offers in the area of new home construction, the agency also assists low- and moderate-income families to rehabilitate homes which they own and occupy. Again, the applicant

must agree to perform a substantial amount of the labor required for the project's completion. SHE provides technical assistance and counseling services and maintains a supply of tools which approved applicants may borrow. Since the rehabilitation program began in 1976, SHE has assisted in the rehabilitation of 482 homes in the County. [19] SHE provides weatherization services for homes of low income households. As of August 31, 1983, 1822 homes had been weatherized through SHE efforts. [19]

Stanislaus County Department of Human Services. The Welfare Division of the Department of Human Services administers the Supplemental Security Income/State Supplemental Payments (SSI/SSP) program in Stanislaus County. Recipients of a SSI/SSP gold check may be eligible to as much as 100% grants for housing repairs from two nonrecurring funds and one recurring fund program. To be eligible for a housing repair grant, SSI/SSP recipients must own or be buying their homes and must occupy that home (in some cases, handicapped renters may be eligible for grants to make necessary modifications to their residences). If all persons listed on the deed of trust, grant deed, etc., are SSI/SSP recipients, the grant can equal 100% of the repair costs, not to exceed the maximum grant amount. If two people share title to the home and only one is an SSI/SSP recipient, the grant cannot exceed 50% of the repair costs. [21]

The first nonrecurring grant fund contains \$750 which may be used for repairs to heaters, air conditioners and wiring and to make structural modifications necessary to accommodate a handicapped person residing in the home. The second nonrecurring grant fund contains \$450 which can be used to pay for general repairs on the home. In addition, the recurring grant provides for up to \$300 annually for general home repairs. Funds from all three programs can be pooled together to pay for more extensive home repairs, up to \$1,500, the maximum sum of the three grant funds. [21]

SSI/SSP is jointly funded by the federal and state governments. However, the home repair programs are funded exclusively by state funds through the SSP portion of SSI/SSP. Approximately 800 housing repair grants are awarded annually to the 10,000 SSI/SSP recipients in Stanislaus County. [21]



## Renter Assistance

Department of Housing and Urban Development. Section 8 rental assistance is available to low- and moderate-income families throughout Stanislaus. Under the Section 8 program, families are eligible if they spend more than 25% of their gross adjusted monthly income for rent. The difference between the family's ability to pay and the monthly rent charged by the landlord is paid by HUD directly to the landlord as a supplemental rent payment. In order to be an eligible housing unit for Section 8 assistance, the monthly rental price of the housing unit cannot exceed the Fair Market Rent, as established by HUD, for a home of its size. [22] The local Section 8 program is administered by the Stanislaus County Housing Authority and well utilized.

Farmers Home Administration. Section 521 provides for reduced rent for low- and moderate-income families, senior citizens or domestic farm laborers whose rent exceeds 25% of their annual adjusted incomes. The reduced rents offered under Section 521 apply only to tenants who occupy Rural Rental Housing, Rural Cooperative Housing or Farm Labor Housing projects financed by FmHA.

There are about 100 units of Rural Rental Housing units financed by FmHA in Hughson. In addition, FmHA has financed 226 units of Farm Labor Housing in the County. Seventy-five of the Farm Labor Housing units are located in Ceres, 66 are in Patterson, and the remainder are in unincorporated areas. The Housing Authority operates the Farm Labor Housing program in Stanislaus County. [17]

Stanislaus County Housing Authority. In terms of the number of people directly assisted, the Housing Authority is the single most valuable local housing resource in the County. The following list of services provided to low- and moderate-income families by the Housing Authority demonstrates the value of that agency to local communities: [22]

- certifies families eligible for Section 8 housing and presently assists 2,058 families through that program.
- owns and operates 518 conventional low-income housing units.
- owns and operates 365 units of farm labor housing;

- owns and operates 224 units of migrant worker housing in Empire, Westley and Patterson;
- through a contract with the City of Modesto, performs followup counseling for residents of homes which have been rehabilitated via the Modesto Housing Program;
- has been certified by HUD to provide comprehensive housing counseling countywide.

Most new low-rent units in the County are located in the City of Modesto because the California Constitution requires local voter approval for participation in federal and state funded housing programs which provide for federally funded low-rent units because voters passed a referendum advocating the construction of those units in 1970. Modesto voters further approved the construction of an additional 600 low-rent units for the elderly, handicapped and families on the November, 1978 ballot. [22]

Stanislaus County Department of Human Services. The Federal Food Stamp program, which is funded by the Department of Agriculture, is administered locally by the Welfare Department. Persons eligible to receive food stamps may receive a greater food stamp benefit if their gross housing costs exceed their ability to pay that amount, as determined by formula. While the Food Stamp program is not a housing program per se, it does reflect federal concern for households which do not have the financial capability to meet their housing needs without sacrificing other essential needs.

#### Emergency Shelter

One of the most difficult problems to cope with locally is that of finding emergency lodging for temporarily distressed persons. There are very few housing resources available for an indigent family which becomes stranded in Stanislaus County. There are three local organizations which provide temporary shelter presently operating. Of these three organizations, only one accepts all types of applicants, while the other two provide assistance for a specific clientele.

Salvation Army. The Salvation Army is a charitable organization which has operated in Stanislaus County many years. Needy families can usually obtain

emergency lodging; and in cases requiring longer term assistance, the Salvation Army may refer the person or family to one of the few private families or organizations which occasionally provide temporary lodging for persons without any other available resources. The Salvation Army also refers needy persons to appropriate agencies which may have the resources to meet the longer term needs of the family or individual. Typical referrals would be to the Welfare Department, the Employment Development Department and the Housing Authority. [23]

Head Rest Incorporated. Head Rest maintains programs which offer a variety of community services, but the primary focus of the organization is youth oriented. In that capacity, Head Rest operates Hutton House as an alternative to living on the streets for runaways. Minors may obtain lodging at Hutton House while Head Rest staff attempt to mediate and resolve possible conflicts between parents and their minor children. Temporary lodging at Hutton House is limited to minors, ages 12 to 17.

Women's Refuge Group. The Women's Refuge Group provides shelter for battered women for periods of three to thirty days. The Group also refers clients in need of a new permanent residence to appropriate agencies.

#### Supportive Housing Services

National Association for the Advancement of Colored People (NAACP). The NAACP mediates between landlords and tenants (or sellers and prospective buyers) in cases where a complaint of housing discrimination has been lodged. If mediation fails to achieve a solution agreeable to both parties, the NAACP refers the complainant to an appropriate agency which would determine if the complaint warranted legal action. [24]

California Rural Legal Assistance (CRLA). CRLA provides legal services for low- and moderate-income persons, and in that capacity, may take legal action in behalf of eligible clients who feel they may have been the victims of housing discrimination. CRLA attorneys have seen few cases of discrimination on the basis of race or ethnic origin, but they do frequently encounter discrimination of a type which is not presently illegal; that is, discrimination against low-income persons on Social Security or public assistance. It is the feeling of local CRLA staff that efforts to discourage or

prevent housing discrimination within the County would not be furthered by establishing new local agencies. [12]

Stanislaus County Department of Human Services, Consumer Affairs Division. Consumer affairs provides information brochures on methods for resolving landlord-tenant disputes and also distributes Tenant Survival Kits. The Survival Kits are a point-by-point list of items that every prospective tenant should review with the landlord prior to signing a rental agreement. The Survival Kit, after being jointly signed by the landlord and tenant, then becomes the authoritative document on the condition of the housing unit before the tenant occupied it and is used to settle discrepancies that might otherwise occur when the tenant vacates the rental unit. The tenant and landlord again jointly inspect the rental before security deposits are refunded to determine if all required tasks have been accomplished by the tenant. A second check-off list is then jointly signed by tenant and landlord. This system has been successful in reducing the number of disputes arising between tenants and landlords that require mediation. [25]

Stanislaus County Department of Human Services, Welfare Division, Information and Referral (I & R). The housing services provided by I & R are precisely those implied by their title: information and referral to other organizations which may be able to provide emergency shelter, permanent housing, or subsidized rental housing, as the case may warrant. Because of the number of low- and moderate-income people that I & R sees, it is one of the County's more valuable housing referral services.

Housing Problem Hotline. The Stanislaus County Board of Realtors established the Hotline as a telephone referral service for area residents with housing problems. The Hotline is staffed by volunteers and acts as a referral service in cases involving landlord-tenant disputes and to assist families to locate suitable housing. [26]



## Current State Programs

### Special Development Services

Construction Technical Assistance Officer. This statewide technical assistance program provides a variety of assistance and research to local governmental agencies, private organizations and individuals in the fields of housing development, housing management, housing finance, rental and homeownership assistance, and community development. Consultation is provided to organizations presently under contract with the Department in cost estimating, site and dwelling unit inspection, work write-ups and specifications, project monitoring, and other subjects relating to housing and community development.

Contact person: Bill Duclus (916) 322-1560

Architectural/Energy Officer. This program provides architectural and energy related technical assistance to local government agencies, profit and nonprofit housing and community development organizations, and individuals seeking assistance with review of architectural plans and specifications, cost estimates, material "take off" lists, applicability of new construction techniques and innovations, building code and zoning compliance, solar design and alternate energy uses, energy efficient building plans, federal and state energy requirements, as well as other construction and energy related functions. Additionally, this program's staff is the primary consultant to Division staff and programs in the areas stated.

Contact person: Carl Hencken (916) 322-1560

### Rehabilitation and Housing Assistance

Deferred Payment Rehabilitation Loan Program. The Deferred Payment Rehabilitation Loan Program provides funds for deferred payment loans to rehabilitate housing occupied by low and moderate income homeowners and renters. Local governmental agencies, nonprofit corporations and recognized Indian tribes or rancherias that are operating housing rehabilitation programs are eligible to apply for a fund commitment. A total allocation of \$10 million has been appropriated to this program.

Contact person: Teri Bressler (916) 323-7244



Special User Housing Rehabilitation Program. The Special User Housing Rehabilitation Program provides deferred payment loans for the acquisition and/or rehabilitation of rental housing developments for low income persons. It has two components. Under one component, formerly named the Demonstration Housing Rehabilitation Program for the Elderly and Handicapped, \$2 million has been used to subsidize the acquisition and/or rehabilitation of apartments and group homes for the elderly and handicapped. Under the second component, \$5 million has been allocated for the preservation of residential hotels.

Contact persons: Russ Schmunk (916) 323-6334  
Earl Lee (916) 323-5747

Housing Assistance Program. The Housing Assistance Program provides technical assistance and rental subsidies utilizing federal housing assistance payments to developmentally disabled, mentally disordered and physically disabled adults, and to low income persons and families in rural areas. The Housing Assistance Program for the Disabled, administered through local housing authorities, provides 3,937 units of existing Section 8 housing for the disabled. The Housing Assistance Program also administers 412 units of "Existing" Section 8 and 55 units of "Moderate Rehabilitation" Section 8 housing for low income persons and families in small rural counties which do not have their own housing authorities. In addition, the Housing Assistance Program administers 224 units of Section 8 assistance used for dwellings owned by three local housing authorities.

Contact persons: Bob Stone (916) 323-6332  
Connie Schmidt (916) 323-6309

Independent Living Housing Assistance Program. The Independent Living Housing Assistance Program provides rental housing assistance payments subsidies to very low income developmentally disabled, mentally disordered, or physically disabled persons who are receiving independent living skills training. A one-time General Fund appropriation of \$250,000 has been allocated by HCD to nonprofit human services agencies to disburse to owners of rental housing on behalf of eligible disabled tenants who participate in their independent living skills training programs.

Contact person: Earl Lee (916) 323-5747

Rehabilitation Local Government Assistance Program. The Department provides technical assistance or training sessions for those cities, counties and nonprofit corporations operating or planning rehabilitation programs. Subject areas covered are loan packaging with HUD funds, multifamily rehabilitation, FmHA 504 loan packaging, and program policy and administration.

Contact persons: Teri Bressler (916) 323-7244  
Ken Williams (916) 323-6310

Residential Hotel Demonstration Program. The Department provides technical assistance to for-profit owners, nonprofit organizations, and local agencies to use available state and federal programs for the rehabilitation of residential hotels. Approximately \$300,000 in low interest, deferred payment loans for the rehabilitation of residential hotels has been awarded by the Department from one-time appropriation of California Housing Finance Agency funds. The primary goal of this program is to demonstrate the feasibility of preserving residential hotels as a continuing source of private market housing, meeting the needs of certain low and very low income single persons.

Contact persons: Bob Stone (916) 323-6334  
Russ Schmunk (916) 323-6334

#### Migrant and Indian Services

Migrant Services Program. The Migrant Services Program provides funding to 14 contractors to provide migrant farmworkers and their families with temporary housing and related services during the peak harvest season. Twenty-five migrant housing centers in rural areas, from Bakersfield to the Oregon border are state-funded to operate under this program. Approximately 12,000 migrants are housed in the 2,000 OMS units during the peak harvest season.  
Contact person: Fortino (Mike) Cardenas (916) 323-6165

California Indian Assistance Program. The California Indian Assistance Program concentrates on the housing and related needs for Native Americans utilizing available resources at the federal, state and local levels. The CIAP staff provides technical assistance to reservations, rancherias, and Indian communities, to assess needs, determine program availability, assist

in loan and grant applications, and implement funded programs such as Community Development Block Grants, Farmers Home Administration programs, and Economic Development Administration programs, etc.

Contact person Jack Sanderson (916) 323-6166

#### Predevelopment and Farmworker Housing Assistance

Housing Development Technical Assistance. The Housing Development Technical Assistance staff provides comprehensive technical assistance to local governmental agencies, nonprofit organizations and the private sector in both urban and rural areas throughout the state. This program has been designed to work in conjunction with the Housing Predevelopment Loan Funds.

Contact person: Katharine Berson (916) 324-6335

Cooperative Housing Assistance. The Cooperative Housing Assistance staff assists local government agencies and nonprofit or profit organizations with all aspects of cooperative housing development including project feasibility in financing, organization, legal issues, management and board training.

Contact: Martin Zone (916) 324-6336

Senior Citizens Shared Housing Program (SCSH). The Senior Citizens Shared Housing Program provides grants to assist seniors to change their living arrangements from that of living alone to sharing existing housing with seniors and nonseniors. As a result of shared housing, seniors are expected to obtain reduced housing costs. \$300,000 has been appropriated to this fund to fund shared housing programs for the next two years. Grant funds are awarded to nonprofit organization and must be matched with an equal amount of funding or in-kind support. The funds are used to cover staff and office operation costs. The maximum grant award is \$50,000.

Contact person: George Solinas (916) 324-6334

Surplus Lands Program. The Surplus Lands Program reviews federal, state and local government land inventories and announcements for sites which have low and moderate income housing development potential. If a site has this development potential, local developers (government, nonprofit, and for-profit) are notified and assisted with site acquisition and development planning.

Persons who want a comprehensive review of the regulations and information about the process pertaining to identification and acquisition of federal, state and local government properties can order HCD Publication #34, UTILIZING PUBLIC SURPLUS LANDS, A HOUSING DEVELOPERS' GUIDE.

Contact person: Bob Fitch (916) 324-6333

Technical Assistance for Mobilehome Park Conversions. Comprehensive technical assistance is available to residents of mobilehome parks who wish to purchase the mobilehome parks in which they live. This technical assistance may cover such areas as organizing, financing, government approvals, and management. To the extent that HCD's resources are limited, priority will be given to requests by low and moderate income park residents. Fees may be charged for these services.

Contact person: Gerald L. Rioux (916) 324-6337

Rural Finance Marketing Program. This program provides rural homebuyers, builders, realtors and developers with information about the CHFA below-market rate interest rate mortgage program for financing first-time homebuyer single family (detached, condominium, townhouse) new construction. Rural applications for CHFA financing are assisted with project evaluation, development and application processing.

Contact person: Bob Fitch (916) 324-6333

Emergency Housing Program. The Emergency Housing Program provides direct grants to local government or nonprofit organizations that shelter needy persons and families on an emergency basis. The \$1.7 million allocated for this program will be awarded, on a competitive basis, to eligible organizations as soon as the enabling legislation becomes effective on January 1, 1984.

Contact person: Bob Fitch (916) 324-6333

California Housing Advisory Service (CHAS). The California Housing Advisory Service provides to local government agencies, nonprofit organizations, recognized Indian tribes, and community design centers for the purpose of establishing local housing advisory services that assist individuals and groups with the self-help construction or rehabilitation of their housing.



\$200,000 has been appropriated to this program annually. Development assistance and referral are also available.

Contact person: Leslye Dunten (916) 324-6330

Low Income Home Management Training Program. This is a grant program to local governmental agencies and nonprofit organizations for the provisions of housing counseling services linked to housing production and rehabilitation efforts. This program was not allocated funds for Fiscal Year 1983/84.

Contact person: Leslye Dunten (916) 324-6330

Farmworker Housing Grant Fund. The Farmworker Housing Grant Fund provides up to 50% matching grants to local governmental agencies, nonprofit corporations, cooperative housing corporations, and recognized Indian tribes or rancherias for the purpose of developing new or rehabilitated housing for low income agricultural employees. Funding priority is given to projects which are designed for ownership by agricultural employees. This fund has an annual appropriation of \$2.5 million.

Contact person: Tom Monahan (916) 324-6332

#### Predevelopment Loan Programs

Rural and Urban Predevelopment Loan Funds. The Rural and Urban Predevelopment Loan Funds provide 7% loans to local governmental agencies, nonprofit organizations and cooperative housing corporations for the preliminary costs of developing assisted housing for low income families and elderly or handicapped persons in rural and urban areas of the state. Authorized costs include site acquisition and preparation; architectural, engineering, legal, permit and application fees, and bonding expenses. Loans are not available for construction financing or administrative costs. Total allocations of \$4 million and \$5 million respectively have been appropriated for these two revolving loan funds.

Contact persons: Ray Bulford (916) 324-0694  
Mar Lynn Omsby (916) 324-0692



Rural Land Purchase Fund. The Rural Land Purchase Fund provides 7% loans to local governmental agencies and nonprofit organizations for the purchase of land in rural areas to develop housing for low income persons. An allocation of \$1 million has been appropriated to this fund.

Contact person: Georgann Eberhardt (916) 324-0693

#### Housing Construction Finance

Homeownership Assistance Program. The Homeownership Assistance Program provides up to 49% of the purchase price of a dwelling unit in the form of a mortgage participation with an institutional lender, to enable eligible households to purchase housing which they would otherwise be unable to acquire. Upon sale of the unit, the state will share in the sales proceeds in an amount proportionate to its original investment. The balance of financing for the purchase would come from private or other public lending institutions. Under this program HCD may assist (1) renters to purchase their units who otherwise would be displaced by condominium or stock conversions; (2) mobilehome park residents to purchase their spaces if the park is to be converted to a condominium or stock cooperative; (3) households to purchase a mobilehome placed on permanent foundations; and (4) stock cooperatives or nonprofit corporations to develop or purchase mobilehome parks. An allocation of \$7.5 million has been appropriated to this fund.

Contact person: Albert H. Blum (916) 324-6321

Rental Housing Construction Program. The Rental Housing Construction Program provides funds, through local agencies or the California Housing Finance Agency (CHFA), for the development of new rental units by private, nonprofit or public agency sponsors. Not less than 30% of the units in each rental development assisted under the program are to be made available to the households of low and very low income. The remaining units in each development may be made available to moderate income market rate households. An allocation of \$75.5 million has been appropriated to this fund. Starting in October 1983, the department was authorized to establish and administer an annuity fund and make commitments to provide rent supplement payments from the fund directly to sponsors of rental housing developments being

financed under the Farmers Home Administration 515 program to ensure affordable rents to eligible households. \$4.2 million has been allocated to this program.

Contact person: John Atha (916) 324-6318

State Community Development Block Grant Program. In October 1982, HCD assumed the administrative responsibility for the CDBG nonentitlement program formerly administered by HUD (the Federal Department of Housing and Urban Development). Each year, an RFP (Request for Proposal) is issued and eligible small cities and counties compete for approximately \$27 million. These funds provide grants to eligible small cities and counties for a variety of housing, public facilities, and economic development activities primarily benefiting lower income people.

Contact person: Dave Williamson (916) 445-6000

## ALTERNATIVE HOUSING PROGRAMS FOR HUGHSON

While housing problems may be observed within the cities and rural areas of Stanislaus County, a few are unique to the local area. Most, in fact, are the same problems experienced by jurisdictions throughout the nation. Moreover, the incipient causes of housing problems which exist at the local level may lie at state and/or national levels which are completely external to local regulation. An example of a local housing problem with primarily external causes is the lack of sufficient affordable units available to low and moderate income families. The Housing Distribution Plan indicates that countywide, the number of these families which spent more for housing costs than they could realistically afford far exceeded the combined total occurrence of all other housing costs and are not primarily local in nature.

Although the economic constraints to affordable housing may be national in scope and origin, it is still possible for local governments to achieve some measure of improvement for low and moderate income residents in this and other housing problem areas. Indeed, one of the primary functions of a housing element is to define the options available to local governments and to develop a comprehensive set of goals, objectives and actions to cope with identified housing problems.

The range of possibilities for a housing program in Hughson is virtually limitless. This section, however, attempts to define five basic program concepts from which a basis for recommended action can be developed. The focus of the five alternative programs is organized around different levels of effort in which the City may wish to engage and as such, may also be viewed as alternative views regarding the appropriate role of the City in mitigating any unmet housing needs of its residents.

A recommended housing program need not consist exclusively of only one alternative, but may include all, or portions of, two or more alternatives. However, the housing program should be consistent with locally developed assumptions. In the preparation of the housing program, staff have used the following four assumptions regarding desirable program characteristics:

- The housing program should reflect the short and long term goals of the City and its residents;
- The housing program should only contain tasks which are within the ability of the City to financially sustain over a period of time;
- the housing program should include only those measures which are appropriate to the identified needs of the City's residents; and
- the housing program should meet all federal and state requirements.

#### Alternative 1: Maintain Present Levels of Effort

Alternative 1 would propose no new housing programs or services, but rather, would advocate maintaining only those services which presently exist. Implicit in this alternative is the suggestion that existing resources are sufficient to meet housing needs in Hughson, or that they could be sufficient if utilized to their fullest potential. This alternative would require less effort than all others.

#### Alternative 2: Governmental Incentives for Private Sector Involvement

One method of providing more low cost housing units through Hughson is for the City to make it more economical for private developers and builders to construct them. Likewise, there are a number of options available to the City at low to moderate cost which would encourage owners of low income housing to make necessary improvements or repairs. The goal of Alternative 2 is to provide incentives for private homeowners, builders and developers to utilize existing programs more extensively. It would further strive to encourage self-initiated rehabilitation by homeowners and neighborhood improvement groups.

Implementation by the City of one or more of the Alternative 2 action options could be done on a short term basis as a pilot project or through a long term commitment to establish permanent policies.

## Action Options

- A. Maintain annually updated catalog of federal and state programs which provide direct benefits to private groups and individuals for housing assistance, to include program description, eligibility requirements, application process, postassistance requirements, grant/loan ceilings, amount of available funding and information contact person. Provide to Builders' Exchange and Board of Realtors and publicize availability of catalog to public.
- B. Review the condition of city services, the service capacities to accommodate expected new growth, and the fee schedules applied to new development.
- C. Maintain a sufficient inventory of land zoned for commercial and industrial uses to permit economic development necessary to provide employment for the new households in the fair share allocation.
- D. Continue efforts to upgrade and expand public facilities and services necessary to provide for the health, safety and well-being of city residents.
- E. Continue the deferred improvement agreement for the installation of public facilities for residential infilling development.
- F. Maintain nuisance ordinances and provide administrative and legal support to prevent residents from contributing to deteriorating of homes and of blighting of the neighborhood in general (junked cars, trash, etc.).
- G. Continue community-sponsored neighborhood improvement programs (neighborhood cleanup programs) to remove nuisances and improve property maintenance.
  - 1. Technical guidance by City Building Inspectors.
  - 2. Encourage low and moderate income families to apply to nonprofit organizations (such as Self-Help Enterprises) for technical assistance in securing loans, obtaining or



selecting tools and materials necessary for the job, and direct assistance with the more difficult phases of the rehabilitation.

3. Encourage churches, charitable and civic groups to assist needy families to rehabilitate their homes and to work with professional craftsmen to provide technical and material assistance.
- J. Allow construction of duplexes on corner lots in residential zones as long as they meet all other R-2 zone requirements.
- K. Review the General Plan and zoning map for possible revisions.
- L. Reduce home construction costs on a case-by case basis through in development standards citywide in areas approved for PD zoning by considering the following:
1. Allow reduced widths on streets not planned to serve as major arterials or collectors.
  2. Allow one-car garages.
  3. Reduce sideyard and setback requirements.
  4. Permit development on lots which are smaller than standard size.
- M. Encourage new housing to locate in areas already provided with public facilities and services before expanding into unserved areas.
- N. Encourage greater use of alternate building materials and methods of construction permitted by the Uniform Building Code.
- O. Apply to the California Housing Finance Agency for a designation as an area eligible for low interest housing loans under the Home Ownership and Home Improvement (HOHI) program when the program is continued.
- P. Submit for voter approval a referendum to allow new low rent housing projects to be developed, constructed or acquired by public bodies.

### Alternative 3: Publicly Financed Public Facilities Projects

As discussed earlier, the provision of public facilities in low and moderate income neighborhoods is an important feature of both housing rehabilitation programs and efforts to preserve older but not yet deteriorated neighborhoods. Not only do public facilities add to the attractiveness and desirability of an area, but they also eliminate health and safety hazards. Moreover, the provision of public facilities is a necessary prerequisite of most federally funded programs for housing rehabilitation.

A plan to provide public facilities to low and moderate income neighborhoods serves then as a logical preamble to a more comprehensive housing program, or it may be viewed as the appropriate end product of a housing program. Alternative 3 suggests that the provision of public facilities to low and moderate income neighborhoods is an appropriate activity for the Hughson housing program.

The next step in this process would be to identify and prioritize areas where the public facilities should be constructed. High priority areas should be those where housing rehabilitation is planned. The action options in this alternative propose several ways in which public facilities might be funded.

#### Action Options

- A. Submit grant applications for state and/or federal programs such as the HUD Community Development Block Grant and Economic Development Agency grant.
- B. Submit applications for state and/or federal loans to construct public facilities in low and moderate income neighborhoods.
- C. Use local revenue sharing funds to construct public facilities in low and moderate income neighborhoods.
- D. Propose local bond issue measure to voters for construction of public facilities in low and moderate income neighborhoods.

#### Alternative 4: Publicly Financed Housing Rehabilitation

Alternative 4 proposes to go beyond the construction of public facilities for low and moderate income neighborhoods, which may be construed as a service to the larger community, and to further engage in rehabilitation of the deteriorating homes of individual low and moderate income families at public expense. This alternative would require more staff time for program development and more ongoing administration than Alternative 3.

Two basic methods exist for providing housing rehabilitation assistance to needy families. The first method is to provide direct grants, and the second is to establish a loan fund which could be used to provide low interest loans to eligible families. A third option would be to combine both methods and offer grants to low income families while offering low interest loans to moderate income families, as determined by formula.

Within Stanislaus County, a precedent for housing rehabilitation has been set by the City of Modesto's housing program, which got underway in mid-1975 and which has accomplished the rehabilitation of about 1113 units. Modesto's housing rehabilitation program provides grants and is 100% federally funded. The other major vehicle for publicly assisted housing rehabilitation is the program administered by Self-Help Enterprises which was discussed earlier.

The purpose of rehabilitating homes in a state of disrepair serves to prevent the spread of home deterioration to the point of general neighborhood decline, to maintain the economic viability of older neighborhoods, and to preserve homes which are within the economic means of low and moderate income families to rent or purchase. Home rehabilitation by means of a grant serves the dual function of removing health and safety hazards and, at the same time, preserving the affordability of the home.

#### Action Options

- A. Submit applications for funds to rehabilitate and repair low and moderate income housing units and appurtenant facilities.

- B. Submit applications for state and federal loans to establish a local loan fund pool to provide low interest loans for the same purpose as in "A" above.
- C. Use local revenue sharing funds to establish a local loan fund pool to provide low interest loans for the same purpose as in "A" above.
- D. Local bond issue measure proposed to voters to establish a local loan fund pool to provide low interest loans for the same purpose as in "A" above.

Alternative 5: Publicly Financed Acquisition and Improvement of Low and Moderate Income Homesites

One of the major stumbling blocks to developing additional low income housing is that while most people are sympathetic to the needs of low income families, people generally prefer to have low income housing located "over there". As a result, one of the few places where low income housing is usually accommodated is in the midst of other low income housing. This common inclination of communities has tended to foster the growth of large areas of low income homes which are variously termed as the "poor section", "slum area" or "Ghetto". Concentrated areas of low income dwellings have not as yet reached such proportions in Hughson.

Alternative 5 would provide greater opportunities for the development of low and moderate income housing while seeking to forestall the proliferation of low income homes in readily identifiable areas by proposing that the City purchase and develop homesites to be made available for resale at no profit to low and moderate income families. This alternative further proposes that the location of the parcels acquired by the City be dispersed throughout Hughson to prevent the creation of large areas of low income housing.

Action Options

- A. Submit applications to apply for federal funds to purchase land and construct improvements to develop low and moderate income homesites.
- B. Submit applications for state and federal loans to purchase land and construct improvements to develop low and moderate income homesites to be sold at no profit.

- C. Use local revenue sharing funds to the same purpose as in "B" above.
- D. Propose local bond issue measure to voters for the same purpose as in "B" above.



## THE RECOMMENDED FIVE YEAR HUGHSON HOUSING PROGRAM

### Overview

The housing program is the mechanism through which identified housing needs are linked to a systematic and comprehensive set of goals, objectives and actions whereby corrective action can be taken to initiate improvements in local housing conditions. The goals, therefore, have been stated as responses to the defined needs (e.g., new units, adequate sites, rehabilitation units).

The program represents a "good faith, diligent effort" as required by the California Department of Housing and Community Development, and moreover, appears to be reasonable with respect to the staff and funding capabilities of the City. In addition, the recommended program satisfies four desirable program characteristics in that it (1) reflects the short and long term goals of the City; (2) only contains tasks which are within the ability of the City to sustain; (3) includes measures which are appropriate to the identified needs; and (4) meets all state and federal requirements.

The program is not as far-reaching as programs which have been underway in many larger cities, but as an initial effort, it appears to represent a sound starting point upon which the City may wish to expand in future years.

A continuing priority of Hughson is to improve the mix of rental and owner occupied housing and the mix of home values. At the present, Hughson has a relatively high percentage of low and moderate income families. If new middle to upper middle income homes are constructed, the new households attracted to the City will provide a better economic balance and an incentive for the development of new commercial enterprises. The development of middle income homes may also stimulate the process of housing filtration by providing the opportunity for middle income residents to buy upwards in value, thereby making older, less expensive homes available to lower income families.

This increased mobility through the strata of housing values would appear to have a healthy influence on the housing market and could reduce the competition for low cost units among the low and moderate income families.

## GOAL I

To provide the opportunity for the construction of new units to serve as replacements for existing and projected low and moderate income dilapidated houses.

Objective IA: By January, 1985, the City will assist low and moderate income households to gain access to financial resources necessary to construct or purchase homes within their economic means.

Action IA1: The City will pursue its application to receive certification by the California Housing Finance Agency as an area eligible for below market rate home loans under the Home Ownership and Home Improvement (HOHI) program.

Action IA2: The City will publicize the availability of programs to provide low interest rate home loans for construction, purchase, rehabilitation or modification of housing units, or for refinancing existing loans through the Department of Housing and Urban Development, the Farmers' Home Administration and the Home Ownership and Home Improvement Program (contingent upon approval of certification application). The City will also publicize availability of assistance from Self-Help Enterprises.

Objective IB: By January, 1985, the City will review and revise or amend City Zoning and Subdivision Ordinances as deemed appropriate to lower housing costs.

Action IB1: The City has amended its ordinances to include a Planned Development (P-D) zone permitting greater flexibility in determining development standards on a case-by-case basis in areas approved for P-D.

Action IB2: In those areas determined to be available for annexation in the near future, the City will prezone land to identify areas considered appropriate for single and multiple family residential development.

## Discussion of Recommended Actions

The goal of providing replacement units for dilapidated homes has been approached from two directions. The first objective demonstrates the City's willingness to aggressively pursue programs which may benefit its low and moderate income residents and make those residents aware of available state and federal housing resources.

The second objective proposes measures which can reduce the cost of new home construction, thereby bringing home purchase prices within the reach of more City residents. The use of P-D zoning can permit the City greater flexibility in approving innovative development designs and gives the City greater latitude in conditioning the approval of proposed projects.

Prezoning. The prezoning of unincorporated land serves three functions. First it can provide future sites for multiple family development and ease the existing shortage of available rental units. Second, it permits the City to determine well in advance, the most desirable mix of single and multiple units to be constructed. Third, it allows the City to disperse new multiple unit development geographically rather than have it concentrated.

## GOAL II

To provide opportunities for the moderate and low income housing, which will include the rehabilitation of deteriorating housing units, to construct room additions on homes of inadequate size, and to take direct action to halt the decline of deteriorating neighborhoods.

Objective IIA: By January, 1985, the City will assist low and moderate income households to gain access to financial resources necessary for home rehabilitation or for the construction of room additions.

Action IIA1: As in Action IA1, the City will pursue its application for HOHI certification.

Action IIA2: As in Action IA2, the City will publicize the availability of programs to assist low and moderate income families to construct necessary home improvements.

Objective IIB: By January, 1985, the City shall undertake a process of attempting to obtain federal and/or state grant funds to construct needed public facilities in low and moderate income neighborhoods consistent with the projects cited in Appendix A.

Action IIB1: On, or prior to, the published submittal date, the City will apply to the U.S. Department of Housing and Urban Development for Community Development Block Grant (CDBG) funds to construct the public facilities.

Action IIB2: Conditional upon the approval and successful completion of Action IIB1, the City will apply for CDBG funds to construct the remaining projects in the order identified in Appendix A of the Housing Resources Report unless Appendix A is revised through a process involving public review and input.

Action IIB3: The City will adopt by reference the draft Citizen Participation Plan (July 1977) prepared by the Stanislaus County Department of Planning and Community Development and implement the recommendations contained therein in conjunction with state or federal housing grant applications.

#### Discussion of Recommended Actions

The HOHI program applies not only to mortgage assistance for the purchase of homes, but for home improvements as well. If designation as an area eligible for HOHI assistance is conferred on Hughson, a number of homeowners in overcrowded and deteriorating homes should be eligible to take advantage of loans with interest rates of 3% to 4% lower than market rates.

The public facilities for which the City intends to apply for CDBG funding include storm drains, sidewalks, curbs, gutters and street reconstruction. The construction of these projects in low and moderate income areas could greatly improve the appearance of the affected neighborhoods, would serve to enhance the potential for home rehabilitation and would help to protect the investment of families which undertake rehabilitation efforts. While the residents of the areas targeted for public improvements would be the primary beneficiaries of the improvements, the entire City would ultimately benefit as well.

While the schedule of public improvement projects contained in Appendix A of the Housing Resources Report covers a five-year period and pertains to most of the City, an alternative course of action would be to identify one specific target area where rehabilitation efforts would be concentrated over several years. Under that alternative, only a portion of grant funds received would be used for public facilities projects while the remainder would be used to rehabilitate deteriorating homes in the target area.

The implementation of the Citizen Participation Plan will ensure that grant funded programs are developed through a process which encourages public input from all residents of Hughson regardless of color, race, religion, sex, family size, marital status, national origin, ancestry or other arbitrary factors. The purpose of developing a process for citizen input is to guarantee all City residents the opportunity to voice their own housing concerns and their priorities for corrective action. In addition, the process is designed to ensure that all residents, irrespective of the above social characteristics, are provided equal access to all housing resources and program benefits.

### GOAL III

To provide the opportunity for low and moderate income households in the Hughson Market Area to obtain rental housing which is priced within their economic means.



Objective IIIA: The City will take action at the earliest opportunity to remove any restraints to the development of low and moderate income rental housing.

Action IIIA1: The City will continue existing policies of assuring availability of low cost housing.

Objective IIIB: The City has revised its Zoning and Subdivision Ordinances to encourage the development of new rental units and/or moderate and low income housing.

Action IIIB1: The City has begun to offer bonus incentives for low income developments with five or more dwelling units.

#### Discussion of Recommended Actions

Bonus incentives for low income development can include, but are not limited to: (1) construction by the City of public improvements such as streets, sewers, sidewalks, water mains, etc; (2) use of federal or state funds to reduce property costs; (3) exemptions from City ordinances (not state mandated) which increase housing costs; (4) waive processing fees on permits and applications; (5) exempt the development from utility connection charges; and, (6) allow density increases of at least 25% of what may be allowed to the developer.

The remaining actions which were discussed under Objective IB could be equally advantageous for multiple unit development as for single family development. P-D zones, for example, could be used to create more sites for duplex and multiple units.

#### GOAL IV

To provide and maintain essential public services for Hughson residents at reasonable costs.

Objective IVA: By January, 1985, the City will review the condition of City services, the service capacities to accommodate expected new growth, and the fee schedules applied to new development. There are no recommended actions at this time, but it is expected that the public services review may generate recommendations.

#### Discussion of Recommended Actions

The purpose of conducting a review is to facilitate long range planning for development infrastructure and to prevent the City from being unduly burdened by costs of providing city services to the residents of new neighborhoods, as has happened in other locations. To illustrate the hidden costs of development that can burden a city, one might hypothetically assume that five years of normal growth in Hughson could require that the City build a new fire station and provide equipment, purchase a new police patrol car, purchase and develop a new park site, and hire personnel to staff the new positions. If the fees charged to developers are insufficient to finance the new services, the cost to the City may far exceed its revenues from the new residents.

Although the above illustration may be overstated, it demonstrates the importance of establishing appropriate fees and requiring dedications of land to provide new sites for parks, schools, etc. If the review should result in the upward adjustment of fees, the price of new homes will likewise increase; and while cost increases in new home construction are contrary to the aims of the Housing Element, the importance of maintaining adequate protections for the City and its residents led to this recommendation. Implementation of any fee increases should be timed to coincide with the implementation of the cost-saving measures in Objective IB to mitigate the cost increases.

#### GOAL V

To provide opportunities for the development of middle income housing in Hughson.

Objective VA: To maintain on an ongoing basis, a sufficient inventory of developable land to accommodate the need for new units identified in the fair share allocation for Hughson contingent upon the removal of the current moratorium on sewer hookups.

Action VA1: On an ongoing basis, the City shall annex land adjacent to existing corporate boundaries and zone for residential uses, an amount of land sufficient to accommodate the City's fair share allocation for new units.

Action VA2: On an ongoing basis, the City shall maintain as sufficient inventory of land zoned for commercial and industrial uses to permit economic development necessary to provide employment for the new households identified in the fair share allocation.

Action VA3: The City shall continue its efforts to upgrade and expand public facilities and services necessary to provide for the health, safety and well-being of its residents.

## RESPONSE TO STATE AND FEDERAL REQUIREMENTS

### Public Participation

The Public Participation Program has been derived from the 1977 draft of the Citizen Participation Plan for the Housing and Community Development Program, as prepared by the Stanislaus Area Association of Governments.

At least two public hearings are scheduled in conjunction to the preparation and adoption of the Housing Element. The first public hearing is tentatively scheduled for the April 12, 1984 joint meeting of the Hughson Planning Commission. Generated comments and recommendations will be incorporated into the draft Housing Element, and the final public hearing will be scheduled for the "adoption" phase at the May 23, 1984 joint meeting of the City Council.

The public notice will be published in Hughson's general circulation newspaper, with a 10-day lead time, before the public hearing.

### Intergovernmental Coordination

Because housing market areas transcend the boundaries of cities and counties, housing needs must be determined on a cooperative basis by the jurisdictions within the market areas. In Stanislaus County, the Housing Distribution Plan has attempted to achieve the necessary cooperation through its allocation of housing needs for all local governments within the County. The Hughson Housing Element has incorporated all housing need assessments identified for the City in the Housing Needs Assessment. Moreover, the Housing Element has benefited from additional intergovernmental coordination inasmuch as it was jointly prepared by planning staff from the Stanislaus Area Association of Governments and the City of Hughson.

Further coordination will occur due to the fact that SAAG staff will be cooperating with most of the other local jurisdictions in the County on their housing work and will be providing input similar to that which has

gone into the Hughson Housing Element.

### Consistency With Other Plan Elements

The Hughson General Plan, which includes all nine elements mandated by State law, is being prepared and will be adopted in total by June 1, 1984.

### Environmental Assessment

The California Environmental Quality Act (CEQA) requires an analysis of the environmental impacts of proposed public and private projects which may have a significant effect on the environment. This proposed Housing Element for the City of Hughson has been designed to protect the basic natural resources of the City while allowing physical and economic growth to take place. Two primary types of protection are proposed in the Housing Element: (1) conservation of existing housing resources, and (2) more efficient and rational use of land for the future development of new housing units.

Since the Housing Element is being prepared in conjunction with the other elements of the General Plan, one EIR will be prepared.

### Housing Element Update

Because the local planning process must remain responsive to new data, variances in housing needs and legislative and administrative changes, the State Department of Housing and Community Development (HCD) has determined that Housing Elements shall be revised as the need dictates but no less than once every five years. Revisions shall include, at a minimum, the following four factors: [3:692.15-692.16]

1. New census data made available by the U.S. Census Bureau every five years;
2. An evaluation of the effectiveness of the housing program in accomplishing the objectives and implementing the policies



and priorities established in the existing housing element;

3. A description of plans the City has undertaken since the last update or which it intends to implement in the future, and
4. An identification of plans contained in the last update which have been or will be discontinued, and the reasons for their discontinuance.

Adoption of this Housing Element signifies a commitment by the City of Hughson to complete housing element updates in the manner described above. The first update shall be adopted not later than five years from the operative date (July 1, 1984) of this housing element.

#### The State Review Process

Each city, county, and city and county shall consider the guidelines adopted by the Department of Housing and Community Development pursuant to Section 50459 of the Health and Safety Code in preparation and amendment of the housing element pursuant to this article. Such guidelines shall be advisory to each local government in order to assist it in the preparation of its housing element.

At least 90 days prior to adoption of the housing element pursuant to this article and Section 65357, or (as in Hughson's case) at least 45 days prior to the adoption of an amendment to this element, the planning agency of a city, county, or city and county shall submit a draft of the element or amendment to the Department of Housing and Community Development. The department shall review drafts submitted to it and report its findings to the planning agency within 90 days of receipt of the draft in the case of adoption of the housing element pursuant to this article, or within 45 days of receipt of the draft in the case of an amendment. The legislative body shall consider the department's findings prior to final adoption of the housing element or amendment.

Each local government shall provide the department with a copy of its adopted housing element or amendments. The department may review adopted housing elements or amendments and report its findings.

Except as provided in Section 65586, any and all findings made by the Department of Housing and Community Development pursuant to subdivisions (b) and (c) shall be advisory to the local government.

## REFERENCES

1. California Department of Housing and Community Development, Housing Element Manual, March, 1978.
2. California Department of Housing and Community Development, "Housing and Community Development Programs", California Administrative Code; Title 25, Register 77, No. 50, December 10, 1977.
3. Stanislaus County Department of Planning and Community Development, A Housing Distribution Plan for Stanislaus County, July, 1978.
4. Stanislaus County Department of Planning and Community Development, Census 1975, Book II: Social Characteristics, Undated.
5. Stanislaus County Department of Planning and Community Development, 1980 Decennial Census - Books 1 and 2, June, 1982.
6. Bureau of the Census, Washington, "1980 Census of Population and Housing: Summary Tape File 1A", 1981.
7. Stanislaus Area Association of Governments, Housing Needs Report, Stanislaus County and Its Cities, Volume II, Revised Edition 1983-1989, September, 1983.
8. Anderman, Roger C., The Manufactured Housing Alternative: Questions and Answers for California Communities, May, 1981.
9. Stanislaus County Department of Planning and Community Development, Stanislaus County Housing Element, May, 1980.
10. Conversation with Warren Williams, Real Estate Report, Modesto Bee, July, 1981.

11. Dr. McFarlin, Emma D. and Elmer, Vicki, "A Critical State Strategy for Housing in California", Western City, Vol. LVII, No. 7, July, 1981.
12. Letter from William C. Kennedy, California Rural Legal Assistance, addressed to Gil Reynaga, Department of Housing and Community Development, regarding Stanislaus County Housing Elements, August 7, 1980.
13. United States Department of Housing and Urban Development, "Housing: Comprehensive Planning Assistance", Federal Register: Part V, Vol. 42, No. 21, February 1, 1977.
14. City of Hughson, Wastewater Management Alternatives, Environmental Impact Report Supplement, April, 1982.
15. United States Department of Housing and Urban Development, "Community Development Block Grants; Eligible Activities", Federal Register: Part III, Vol. 43, No. 41, March 1, 1978.
16. United States Office of Management and Budget, Catalog of Federal and Domestic Assistance, February, 1979.
17. Conversation with Roy Burnett, Farmers Home Administration, Modesto, California, February 9, 1979.
18. California Housing Finance Agency, Local Government Application Package for Home Ownership and Home Improvement Program in Neighborhood Preservation Areas, March 30, 1979.
19. Conversation with Kay Dunkle, Self-Help Enterprises, Modesto, California, November 2, 1983.
20. Conversation with Joe Welch, United States Department of Housing and Urban Development, Fresno, California, February 13, 1979.

21. Conversation with Steve Franklin, Stanislaus County Department of Human Services, Welfare Division, Modesto, California, February 4, 1979.
22. Conversation with Walter Thompson, Stanislaus County Housing Authority, Modesto, California, November 2, 1983.
23. Conversation with Diana Olsen, Salvation Army, Modesto, California, May 21, 1979.
24. Conversation with Henry Martin, National Association for the Advancement of Colored People, Modesto, California, February 8, 1979.
25. Conversation with Claudia Leong, Stanislaus County Consumer Affairs Office, Modesto, California, February 8, 1979.
26. Conversation with Matt Brodie, Modesto Board of Realtors, Modesto, California, May 21, 1979.



TABLE 16

CITY OF HUGHSON  
IMPLEMENTATION OF HOUSING ACTIONS

	<u>Actions to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
#1	Action 1A1 Submit application to receive certification as eligible for Home Ownership Home Improvement (HOHI) low interest loans.	City Administrative Office	This has been completed.	CHFA-HOHI and City General Fund.	Based upon past experience, 10 units a year can be assisted.
#2	Action 1A2 Publicize the availability of low interest loans and programs.	City Administrative Office	On-going process.	General Fund and loan funding agency.	No outreach program is currently in affect. Information is available at the City Hall. If monies became available for an outreach program, approximately 400 households would be affected.
#3	Action 1B1 Amend ordinances to include a P-D zone permitting greater flexibility	Planning City Administrative Office	Completed.	General Fund.	Unknown
#4	Action 1B2 In areas available for annexation in the near future, pre-zone land to identify areas considered appropriate for single and multiple family residential developments.	Planning City Administrative Office	This has not been completed and is not applicable at this time.	General Fund.	Five year Housing needs can be accomodated without annexation.
#5	Action IIB1 Apply to the U.S. Department of Housing and Urban Development for Community Development Block Grant (CDBG) funding.	Planning City Administrative Office	Pre-application submitted, \$350,000 received for street improvements.	General Fund.	Unknown.

TABLE 16 (Continued)

## CITY OF HUGHSON

IMPLEMENTATION OF HOUSING ACTIONS

	<u>Actions to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
#6	Action IIB2 Conditional upon approval of and successful completion of CDBG. Apply for additional funding to complete projects in following years.	City Administrative Office	Continuing process. By January 1985, additional funding will be sought to upgrade the water supply system.	General Fund and Funding Agency.	This action will have a significant affect upon the City's 20 year growth pattern as well as at least 300 of the 403 dwelling units needed by 1989.
#7	Action IIB3 Review programs available through other State and Federal granting agencies to determine if alternative sources of funding for public facilities may be feasible to pursue.	City Administrative Office	On-going process.	General Fund.	Unknown.
#8	Action IIB3 Adopt by reference the draft <u>Citizen Participation Plan</u> and implement recommendations contained therein.	City Administrative Office	Adopted.	General Fund.	Unknown. Possibly no effects to housing.
#9	Action IIIA1 Continue existing policies of assuring availability of modern and low-cost housing.	City Administrative Office	On-going.	General Fund.	If population growth is as projected, this general policy will affect 77 moderate income, 68 low income, and 95 very low income dwellings by 1989.
#10	Action IIIB1 Revise zoning ordinance to allow the City of offer Bonus incentives for low income developments.	Planning Commission and City Council	A revised zoning ordinance has been completed.	General Funds plus additional federal and state funds if available.	Increase densities by 25% or lower construction costs. Could significantly affect the development of 240 dwellings needed by 1989.

TABLE 16 (Continued)

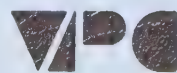
## CITY OF HUGHSON

IMPLEMENTATION OF HOUSING ACTIONS

<u>Actions to be Undertaken</u>	<u>Responsible Agency</u>	<u>Time Frame</u>	<u>Funding</u>	<u>Quantification</u>
#11 Action VA1 Annex land adjacent to existing corporate boundaries and zone for residential uses the amount of land sufficient to accomodate the City's fair share allocation for new units.	City Administrative Office.	Currently no annexation is taking place.	General Fund.	No annexations are necessary to accomodate housing needs for the next five years.
#12 Action VA2 Maintain sufficient land zoned commercial and industrial to permit economic development necessary to provide employment for the new households identified in the fair share housing need.	City Administrative Office.	On-going.	General Fund.	Enough zoned commercial and industrial land exists to support the five year demands. More than 70% of the current work force works outside of the City.
#13 Action VA3 Continue efforts to upgrade and expand public facilities and services necessary to provide for the health, safety and well-being of residents.	City Administrative Office.	On-going process.	General Fund and grant funds, as available.	Unknown.

# HUGHSON

## GENERAL PLAN DRAFT ENVIRONMENTAL IMPACT REPORT



VALLEY PLANNING CONSULTANTS





FINAL  
RESPONSE TO COMMENTS RECEIVED  
ON THE  
CITY OF HUGHSON GENERAL PLAN  
DRAFT ENVIRONMENTAL IMPACT REPORT  
  
PREPARED FOR THE CITY OF HUGHSON

PREPARED BY  
VALLEY PLANNING CONSULTANTS  
529 WEST 20TH STREET  
MERCED, CALIFORNIA 95340

JUNE 25, 1984



TABLE OF CONTENTS

INTRODUCTION	1
COMMENTS AND LEAD AGENCY RESPONSES	2
APPENDIX A - WRITTEN COMMENTS	6



## INTRODUCTION

This document contains the lead agency response to comments received on the Draft Environmental Impact Report for the General Plan Revision in the City of Hughson. This response and the Draft Environmental Impact Report constitute the Final Environmental Impact Report for the project.

During the three public hearings on the Draft EIR, only one substantive comment was received. Likewise, the only written comments received during the review period were from the Stanislaus County Local Agency Formation Commission. The full text of the letter, as well as the letter from the State Clearinghouse closing the review period, are included in Appendix A of this document.

With the minor adjustments to the text of the Draft EIR outlined in the Lead Agency Response, the Project will have no significant adverse impacts.



## COMMENTS AND LEAD AGENCY RESPONSES

The following comments and responses, "A" through "C", deal with the written comments received from Stanislaus County LAFCO. "D" responds to a comment made at a Planning Commission meeting.

### COMMENT

- A. Geology and Groundwater - Page 9 - The Draft EIR states "that extensive pumping, combined with insufficient recharge has resulted in a lowering of the water table . . . ." However, in the Environmental Impacts section on page 30, it is stated that "groundwater resources are sufficient to supply future demands." There seems to be a contradiction here as an impact is identified, but seemingly ignored later on in the report. The only "mitigation" measure mentioned is monitoring; this does not solve the problem. There are other mitigation measures such as the use of recharge basins and the use of surface water that could and need to be discussed.

### RESPONSE

There is no available evidence which suggests that the water table in the Hughson area has been, or would be substantially lowered by the adoption of the Revised General Plan. The reference, on page 9 of the Draft EIR, identifies the lowering of the water table in the Cities of Oakdale, Montpelier and Modesto, and was meant as a caution to the City of Hughson.

The monitoring of the water table (page 29) and the mitigation measure from the Open Space section of the Goals and Objectives of the Open Space and Conservation Element, which requires the City ". . . to protect identified groundwater recharge areas . . ." (p. 35), should be sufficient to minimize any adverse impacts.

The Plan and the Draft EIR require that the City, as soon as it is economically feasible, adopt and maintain a master water system plan. Such a plan should identify any problem with the water table, identify recharge areas, and suggest any necessary conservation and recharge measures. The City should also be prepared to join in any regional efforts to protect the integrity of the ground water level.

Finally, the City currently requires all new water systems to be metered, encourages water saving devices, and has instituted an odd and even watering system.

#### COMMENT

- B. Environmental Impacts - Page 31, 3 - Sewer - The last line in this paragraph states "Thus, adoption of the Land Use Element should lead to a significant environmental impact." The Draft EIR identifies an impact; however in the Measures to Mitigate Environmental Impacts section, the environmental impact is not mitigated.

#### RESPONSE

The Draft EIR should be amended to read "Thus, adoption of the Land Use Element could lead to a significant environmental impact." With the new sewer trunkline, if the City centers residential development west of Seventh Street and north of Fox Road, and if the City adopts and maintains a master sewer plan, any adverse impact would not be significant. The master sewer plan should include the eventual upgrading and replacement of older undersized lines.

#### COMMENT

- C. Measures to Mitigate Environmental Impacts - Pages 34-35 The Draft EIR mentions what the City has determined to be its Sphere of Influence. It seems that there is some confusion regarding the Sphere of Influence. First, the Sphere of Influence is adopted by LAFCO, not the City. Second, the Sphere of Influence is a plan for the probable ultimate physical boundaries. It is not to be construed as a "County Referral Area." If it is the desire of the City to plan or have input on decisions outside of their probable ultimate urban areas, the line or area within the line should be designated as the City's Planning Area or City Referral Area. Third, if it is the desire to maintain permanent agriculture beyond the urban development portions of the General Plan, it should not protest Williamson Act Contracts in these areas.

#### RESPONSE

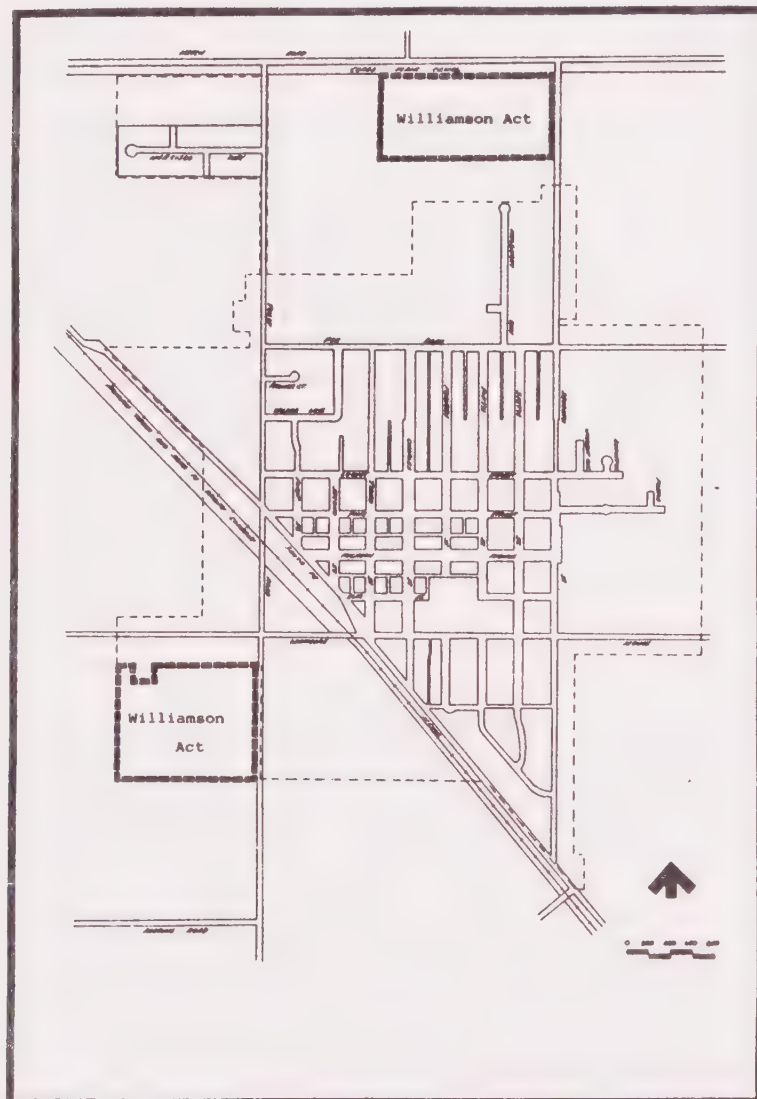
First of all, the City is aware that LAFCO is the agency which adopts the "Sphere of Influence", and the Land Use Element requires that the City formally request that LAFCO adopt the City's proposal. The City clearly understands that they can only make a proposal to LAFCO.

Second, the Land Use Element, page 9, states that "The proposed Sphere of Influence includes an area sufficient for the ultimate extension of city services and permanent agricultural open space, which has social and economic ties to the City. The City's desire for a role in assuring permanent agricultural preserves dictates the

extent of the proposed Sphere of Influence." It is up to LAFCO to determine whether or not this desire is served by the City's proposal. If the purpose of maintaining permanent agricultural preserves is better served by calling the area outside the Urban Transition Boundary the "City's Planning Area or City Referral Area", that is up to LAFCO to eventually determine.

Third, the Plan and the EIR point out that the new proposed Urban Transition Boundary is substantially smaller than the present adopted boundary. The Williamson Act lands referred to in the Plan and EIR lie within the proposed Urban Transition Boundary (see Figure 1) and, thus, any protest or encouragement to not renew the land contracts, on these two properties only, cannot be construed as a conflict with the stated goal of preserving agricultural land.

Figure 1



COMMENT

- D. It was pointed out during the public hearings that on page 37 of the Draft EIR under "Other Alternatives", the text states that "growth to the east would be nearly impossible, and certainly not cost effective . . . ." The text should be amended to read "growth east of Seventh Street . . . ."

RESPONSE

The Draft EIR is hereby amended to read "growth east of Seventh Street . . . ."





# Stanislaus County

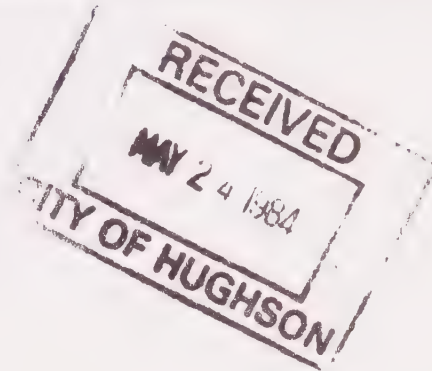
## Local Agency Formation Commission

1100 H STREET

MODESTO, CALIFORNIA 95354

ATSS: 482-6203  
PHONE: (209) 571-6203

May 23, 1984



Troy Presley, City Manager  
City of Hughson  
P. O. Box 9  
Hughson, California 95326

Dear Mr. Presley:

Re: Hughson General Plan - Draft Environmental Impact Report (EIR)

I have reviewed the Draft EIR and offer the following comments:

1. Geology and Groundwater - Page 9 - The Draft EIR states, "that extensive pumping, combined with insufficient recharge has resulted in a lowering of the water table..." However, in the Environmental Impacts section on page 30 it is stated that, "groundwater resources are sufficient to supply future demands." There seems to be a contradiction here as an impact is identified, but seemingly ignored later on in the report. The only "mitigation" measure mentioned is monitoring, this does not solve the problem. There are other mitigation measures such as the use of recharge basins and the use of surface water that could and need to be discussed.
2. Environmental Impacts - Page 31, 3. - Sewer - The last line in this paragraph states, "thus, adoption of the Land Use Element should lead to a significant environmental impact." The Draft EIR identifies an impact; however, in the Measures to Mitigate Environmental Impacts section - the environmental impact is not mitigated.
3. Measures to Mitigate Environmental Impacts - Pages 34-35 - The Draft EIR mentions what the City has determined to be its Sphere of Influence. It seems that there is some confusion regarding the Sphere of Influence. First, the Sphere of Influence is adopted by LAFCO, not the City; second, the Sphere of Influence is a plan for the probable ultimate physical boundaries, it is not to be construed as a "County Referral Area." If it is the desire of the City to plan or have input on decisions outside of their probable ultimate urban areas, then the line or area within that line should be designated as the City's Planning Area or City Referral Area; and, third, if it is the desire to maintain permanent agriculture beyond the urban development portions of the General Plan it should not protest Williamson Act Contracts in these areas.

Thank you for the opportunity to comment.

Sincerely,

-6-

Ron E. Freitas  
Assistant Executive Officer

REF:cc



CITY OF HUGHSON

APPENDIX II

ENVIRONMENTAL INFORMATION FORM  
(To Be Completed By Applicant)

Date Filed January 30, 1984

General Information

1. Name and address of developer or project sponsor: City of Hughson  
7018 Pine Street, Hughson, CA 95326 (209) 883-4054
2. Address of project: same as above  
Assessor's Block and Lot Number: \_\_\_\_\_
3. Name, address, and telephone number of person to be contacted concerning this project:  
Troy Presley (City Manager) 7018 Pine Street,  
Hughson, CA 95326 (209) 883-4054
4. Indicate number of the permit application for the project to which this form pertains: \_\_\_\_\_
5. List and describe any other related permits and other public approvals required for this project, including those required by city, regional, state and federal agencies: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
6. Existing zoning district: \_\_\_\_\_
7. Proposed use of site (Project for which this form is filed):  
Revision of City of Hughson's General Plan

Project Description

8. Site size.
9. Square footage.
10. Number of floors of construction.
11. Amount of off-street parking provided.
12. Attach plans.
13. Proposed scheduling.
14. Associated project.

15. Anticipated incremental development.
16. If residential, include the number of units, schedule of unit sizes, range of sale prices or rents, and type of household size expected.
17. If commercial, indicate the type, whether neighborhood, city or regionally oriented, square footage of sales area, and loading facilities.
18. If industrial, indicate type, estimated employment per shift, and loading facilities.
19. If institutional, indicate the major function, estimated employment per shift, estimated occupancy, loading facilities, and community benefits to be derived from the project.
20. If the project involves a variance, conditional use or rezoning application, state this and indicate clearly why the application is required.

Are the following items applicable to the project or its effects? Discuss below all items checked yes (attach additional sheets as necessary).

	<u>Yes</u>	<u>No</u>
21. Change in existing features of any bays, tidelands, beaches, lakes or hills, or substantial alteration of ground contours.	___	<u>X</u>
22. Change in scenic views or vistas from existing residential areas or public lands or roads.	___	<u>X</u>
23. Change in pattern, scale or character of general area of project.	<u>X</u>	___
24. Significant amounts of solid waste or litter.	___	<u>X</u>
25. Change in dust, ash, smoke, fumes or odors in vicinity.	___	<u>X</u>
26. Change in ocean, bay, lake, stream or ground water quality or quantity, or alteration of existing drainage patterns.	___	<u>X</u>
27. Substantial change in existing noise or vibration levels in the vicinity.	<u>X</u>	___
28. Site on filled land or on slope of 10 percent or more.	___	<u>X</u>
29. Use or disposal of potentially hazardous materials, such as toxic substances, flammables or explosives.	___	<u>X</u>
30. Substantial change in demand for municipal services (police, fire, water, sewage, etc.).	<u>X</u>	___
31. Substantially increase fossil fuel consumption (electricity, oil, natural gas, etc.).	<u>X</u>	___
32. Relationship to a larger project or series of projects.	___	<u>X</u>

## Environmental Setting

33. Describe the project site as it exists before the project, including information on topography, soil stability, plants and animals, and any cultural, historical or scenic aspects. Describe any existing structures on the site, and the use of the structures. Attach photographs of the site. Snapshots or polaroid photos will be accepted.
34. Describe the surrounding properties, including information on plants and animals and any cultural, historical or scenic aspects. Indicate the type of land use (residential, commercial, etc.), intensity of land use (one-family, apartment houses, shops, department stores, etc.), and scale of development (height, frontage, set-back, rear yard, etc.). Attach photographs of the vicinity. Snapshots or polaroid photos will be accepted.

## Certification

I hereby certify that the statements furnished above and in the attached exhibits present the data and information required for this initial evaluation to the best of my ability, and that the facts, statements, and information presented are true and correct to the best of my knowledge and belief.

January 30, 1984

Date

Signature

TROY C. PRESLEY

CITY MANAGER

For

CITY OF HUGHSON

### DESCRIPTION OF PROJECT

The proposed project is a major revision of the City of Hughson's General Plan. it will be directed toward the following elements: (a) Land Use; (b) Circulation; (c) Housing; (d) Conservation; (e) Open-Space; (f) Seismic; (g) Noise; (h) Scenic Highway; and (i) Safety. The revision will consist of (a) a map which designates the City's planning boundary; (b) a test setting forth the planning objectives, principles, and standards appropriate in each element; and (c) a program for implementing each element.

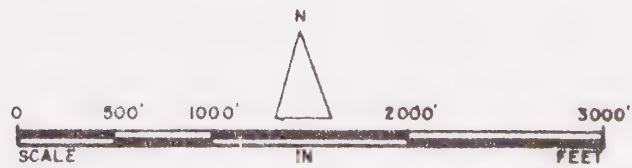
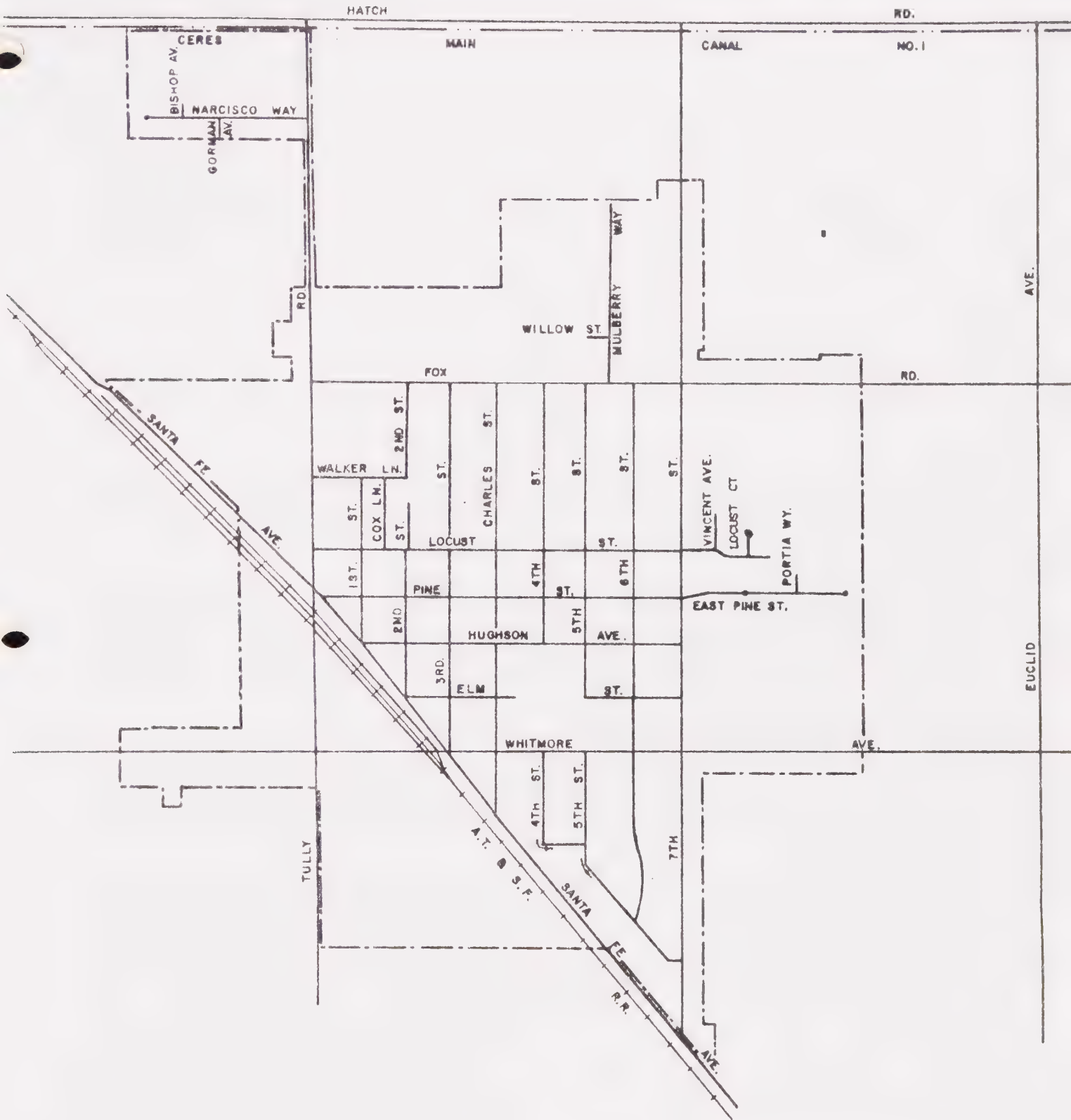
The project is being conducted by the City of Hughson, Valley Planning Consultants, and the Stanislaus Area Association of Governments.

### ENVIRONMENTAL SETTING

The project site is the territory encompassed by the proposed planning boundary (See Attachment # 1 ). A description of the environmental setting, including information on geology, geography, seismicity, soils, climate and air quality, water resources, wildlife and vegetation, and energy is set forth in the Draft Environmental Impact Report, City of Hughson, Stanislaus County, California (June 1977). This document is available at the Hughson City Hall.

### ENVIRONMENTAL DISCUSSION

Questions were answered "yes" if: (a) the EIR indicated a possibility of a significant environmental impact; or (b) there was uncertainty on the part of the committee members with respect to the impact the objectives, principles, standards, and implementation program in the proposed revision of the General Plan would have on the environment.



CITY OF  
**HUGHSON**

UPDATED 2-00





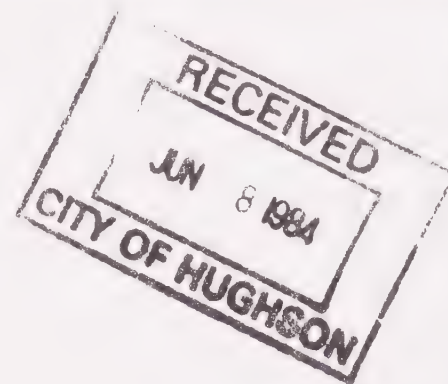
## OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET  
SACRAMENTO, CA 95814

June 7, 1984

(916/445-0613)

Mr. Troy Presley, City Manager  
City of Hughson  
7018 Pine Street  
Hughson, CA 95326



Subject: SCH# 84050102, Complete Revision of City of Hughson General Plan

Dear Mr. Presley:

The State Clearinghouse submitted the above named environmental document to selected state agencies for review. The review period is closed and none of the state agencies have comments.

This letter certifies only that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act (EIR Guidelines, Section 15205). Where applicable, this should not be construed as a waiver of any jurisdictional authority or title interests of the State of California.

The project may still require approval from state agencies with permit authority or jurisdiction by law. If so, the state agencies will have to use the environmental document in their decision-making. Please contact them immediately after the document is finalized with a copy of the final document, the Notice of Determination, adopted mitigation measures, and any statements of overriding considerations.

Once the document is adopted (Negative Declaration) or certified (final EIR) and if a decision is made to approve the project, a Notice of Determination must be filed with the County Clerk. If the project requires discretionary approval from any state agency, the Notice of Determination must also be filed with the Secretary for Resources (EIR Guidelines, Section 15094(b)).

Sincerely,

John B. Ohanian  
Chief Deputy Director



# **GENERAL PLAN DRAFT ENVIRONMENTAL IMPACT REPORT**

PREPARED FOR THE CITY OF HUGHSON

PREPARED BY: VALLEY PLANNING CONSULTANTS  
529 WEST 20th STREET  
MERCED, CALIFORNIA 05340

APRIL 1984





## TABLE OF CONTENTS

	<u>Page</u>
SUMMARY	i
I. INTRODUCTION	1
A. The California Environmental Act	1
B. Using the EIR	1
II. DESCRIPTION OF THE PROJECT	2
Figure 1 - Hughson Planning Area	3
Figure 2 - Sphere of Influence	4
III. ENVIRONMENTAL SETTING (INCORPORATION BY REFERENCE)	5
IV. ENVIRONMENTAL SETTING DESCRIPTION	6
A. Physical Features	6
1. Location	6
Figure 3 - Location Map	7
Figure 4 - City of Hughson	8
2. Geology and Groundwater	9
Figure 5 - Area Geology	10
3. Soils	11
Figure 6 - Soils Map	12
4. Soils and Agriculture Land	13
5. Wildlife and Vegetation	14
Table 1 - Wildlife Species in Stanislaus County	15
Table 2 - Endangered Plants in Stanislaus County	16
6. Noise	17
B. Population	18
Table 3 - Population and Projected Population Growth Chart	18

# TABLE OF CONTENTS continued

	<u>Page</u>
C. Land Use	18
Figure 7 - Existing Land Use	19
Figure 8 - Current Zoning	20
D. Economic Factors	21
E. Infrastructure	21
F. Public Services	23
1. Schools	23
2. Police	23
3. Fire	23
4. Parks	24
G. Archeology	24
H. Consistency with Areawide/Regional Plans	24
1. Stanislaus County General Plan	24
2. Stanislaus Area Transportation Plan	24
3. Stanislaus Air Quality Maintenance Plan	26
4. Local Agency Formation Commission	26
5. State Environmental Goals and Policy Report	27
V. ENVIRONMENTAL IMPACTS	28
A. Introduction	28
B. Physical Features	28
1. Agricultural Land	28
2. Groundwater	29
a. Water Supply	29
b. Absorption Rates/Drainage	29
3. Noise	29

# TABLE OF CONTENTS continued

	<u>Page</u>
C. Population	29
D. Land Use	30
E. Infrastructure	30
1. Water Supply	30
2. Storm Drainage	31
3. Sewer	31
4. Transportation	31
5. Energy	31
F. Public Services	31
1. Schools	31
2. Police	32
3. Fire	32
4. Parks	32
G. Archeology	32
H. Consistency with Areawide/Regional Plans	32
1. Air Quality	32
2. State Environmental Goals and Policies	33
VI. MEASURES TO MITIGATE ENVIRONMENTAL IMPACTS	34
A. Loss of Agricultural Land	34
B. Water System and Storm Drainage	36
VII. ALTERNATIVES	37
A. The "No Project" Alternative	37
B. Other Alternatives	37
VIII. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY	38

TABLE OF CONTENTS continued

	<u>Page</u>
IX. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED	38
X. THE GROWTH-INDUCING IMPACT OF THE PROPOSED PROJECT	38
BIBLIOGRAPHY	
APPENDIX A - INITIAL STUDY	

## SUMMARY

The subject of this Environmental Impact Report (EIR) is a proposed major revision of the Land Use, Circulation and Scenic Highway, Housing, Noise, Seismic and Public Safety, and Open Space and Conservation Elements of the City of Hughson General Plan. The Report concentrates on the impact of the Proposed Land Use and Circulation Elements. The Housing Element, by itself, does not accelerate growth, impact the environment or public services, and is, in no sense, incompatible with the Land Use Element. The Noise Element identifies noise impacted areas and recommends protection for noise sensitive areas. The conclusions of the Noise Element have been integrated into the Land Use Element. The Seismic and Public Safety Element and the Open Space and Conservation Element, by themselves, have no impact on the environment, and they have been integrated into the framework of the Land Use Element.

The Proposed Land Use Element: (a) delineates a Sphere of Influence and a new Urban Transition Boundary; (b) sets forth general planned land uses for the territory within both the Sphere and Urban Transition Boundaries; and, (c) establishes goals, policies, objectives and implementation measures for implementing the land use plan. The Circulation Element establishes street standards, and delineates plan line for future streets within the Urban Transition Boundary.

The EIR analyzes the environmental effect the proposed elements would have on: cultural resources, agricultural land, water, population, land use, air quality, energy, utilities, public services, transportation, and noise.

The EIR concludes that significant effects could potentially occur with respect to: agricultural land, storm drainage, and the water system. If implemented, the mitigation measures proposed by this text, and integrated into the General Plan can reduce these impacts to a level of insignificance.

The EIR will be available for public review for a 30-day period. Subsequently, a Final EIR will be prepared. Any comments which are received during the 30-day period will be addressed in the Final EIR.



## I. INTRODUCTION

### A. The California Environmental Act

This document is a draft Environmental Impact Report (EIR) that has been prepared on a major revision of all of the required Elements of the City of Hughson General Plan. The report has been prepared to comply with the California Environmental Quality Act of 1970 (CEQA), which requires a public agency to prepare an EIR on any project which may have a significant effect on the environment. A significant effect on the environment is defined as a ". . . substantial, adverse change in any of the physical conditions within the area affected by the activity . . . ."

To determine whether the proposed project may have a significant effect, the City of Hughson conducted an Initial Study. The Initial Study for the General Plan Revision is contained in Appendix A.

### B. Using and EIR

The EIR will be available for public comment for a 30-day period. Anyone wishing to submit comments must do so by May 31, 1984. Comments should be addressed to Troy Presley, City Manager, Hughson City Hall, 7018 Pine Street, Hughson, California 95326.

After the comment period, a Final EIR will be prepared. The Final EIR will contain a summary and a response to all comments. The Final EIR will be considered by the Hughson Planning Commission and the Hughson City Council when they act upon the proposed General Plan Revision.

## II. DESCRIPTION OF THE PROJECT

The project under consideration is a major revision of all of the required elements of the City of Hughson General Plan. The revision was a collaborative effort between Valley Planning Consultants, the Stanislaus Area Association of Governments (SAAG), and Brown-Buntin Associates. Valley Planning Consultants assumed the project management role and is responsible for the preparation of the General Plan as a whole. SAAG prepared the Housing Element and a draft of the Circulation Element. Brown-Buntin Associates conducted noise readings and prepared a draft of the Noise Element.

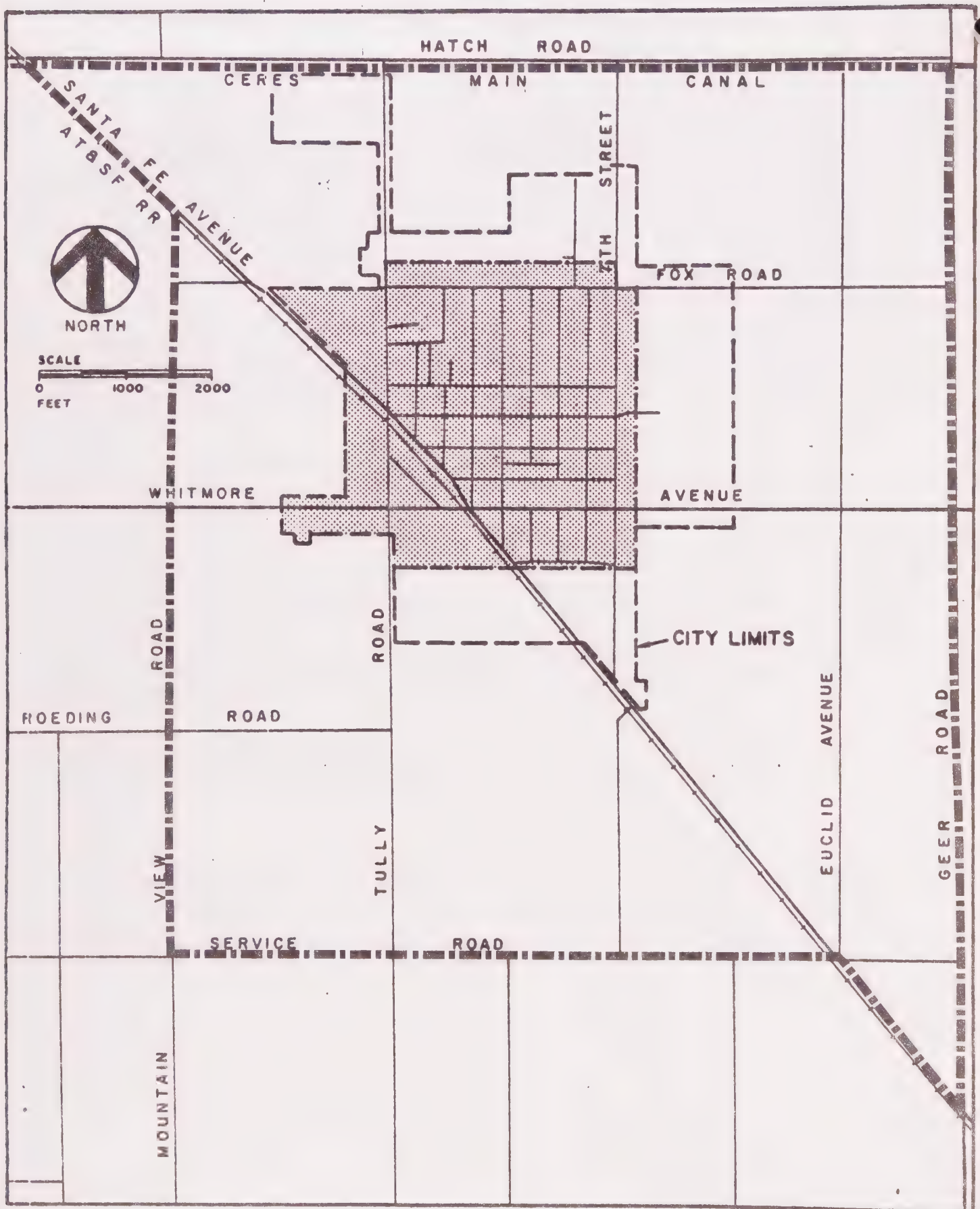
The primary reason for the major revision of the General Plan was the impending sewer system improvements, which will provide an opportunity for accelerated City growth, and the fact that the present General Plan has not be updated since its adoption in 1976.

The main purpose and goals of the Land Use Element are:

- To ensure that Hughson is a viable, identifiable, full-service community.
- To promote a balanced and functional mix of residential, commercial, industrial, and open space land uses within the planning area consistent with community values.
- To provide concrete, predictable guidance for public and private investments that are related to land use within the planning area.
- To reflect the opportunities and constraints affecting land use in terms of physical infrastructure and other factors identified in the other elements of the General Plan.

The specific project area is the territory within Hughson's proposed planning boundary (see Figure 1). The proposed Urban Transition Boundary, included on the Sphere of Influence Map (Figure 2), reduces the area on the east and northwest, squares off the boundary on the west, and slightly expands the boundary to the south.

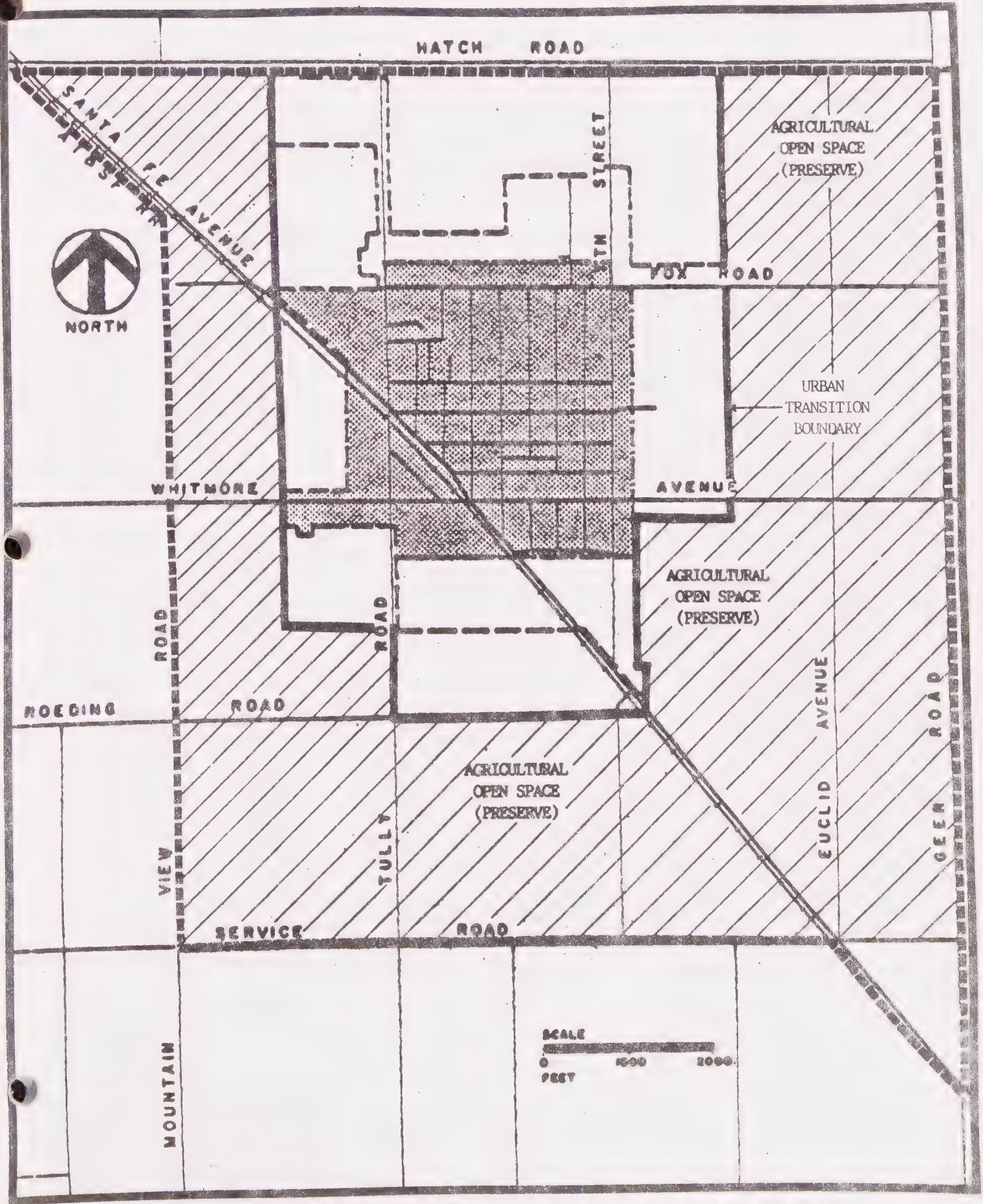
FIGURE 1



HUGHSON PLANNING AREA



FIGURE 2



### III. ENVIRONMENTAL SETTING (INCORPORATION BY REFERENCE)

The environmental setting of the project area and the surrounding territory has been described in the following reports:

The Stanislaus Area Environmental Resources Management Element: Agricultural Data Report (1976); Geology and Seismic Safety (1974); Recreation/Open Space (1975); Water (1974); Soils (1974); and Wildlife and Vegetation (1974); Stanislaus Area Association of Governments.

Soils Survey: Eastern Stanislaus Area, California, United States Department of Agriculture, Soil Conservation Service, September, 1964.

Environmental Impact-City of Hughson, Harris and Associates, June, 1977.

City of Hughson-Amendment Environmental Impact Report, Moldenhauer, Bennett and Company, February, 1979.

City of Hughson Wastewater Management Alternatives Environmental Impact Report (Supplement), Draft and Final, R.C. Fuller Associates, January, 1982.

Economic Assessment and Plan, Prepared for the City of Hughson, Valley Planning Consultants, November, 1983.

Pursuant to Section 15150 of the State CEQA Guidelines, these documents are hereby incorporated by reference into this EIR (Documents available at Hughson City Hall).

A considerable amount of the data in the Environmental Setting was drawn from the Wastewater Facilities Plan EIR, and Supplements, which, among other things analyzed the environmental effect of urbanizing the land within the planning area boundary.



#### IV. ENVIRONMENTAL SETTING

##### A. Physical Features

###### 1. Location

Hughson is located in southeastern Stanislaus County, 8 miles east of Modesto and 7 miles north of Turlock (see Figure 3). It is bounded on the east by the foothills of the Sierra Nevada and on the west by the Diablo Mountains of the coastal range.

The physical land use pattern of the town reflects the mature development of the community (see Figure 4). Distinct single family neighborhoods surround the central commercial area, while several elementary and secondary schools create open spaces among the residential neighborhoods. Two parallel transportation lines - the Atchison, Topeka and Santa Fe Railroad and County Highway 176 (Santa Fe Avenue) - separate the City's major industry, a dairy processing plant, from the downtown and define the eastern boundary of the urbanized area.

The valley floor surrounding the community is a patchwork of agricultural crop land divided by meandering rivers and streams. The Tuolumne is one such river, flowing two miles north of the City on its way from the headlands of the Sierras to the San Joaquin River and north into the San Francisco Bay. The majority of development within the City lies at 120 feet mean sea level (MSL), while the Tuolumne River runs 20 feet below (55 feet MSL).



FIGURE 3

This is a detailed street map of Modesto, California, and its surrounding areas. The map shows the city grid, major highways, and surrounding areas. The city of Modesto is the central focus, with streets like Main Street, Broadway, and 16th Street clearly visible. The map also shows the surrounding areas, including the Stanislaus River, the Tuolumne River, and the Modesto Reservoir. The map is oriented with North at the top.

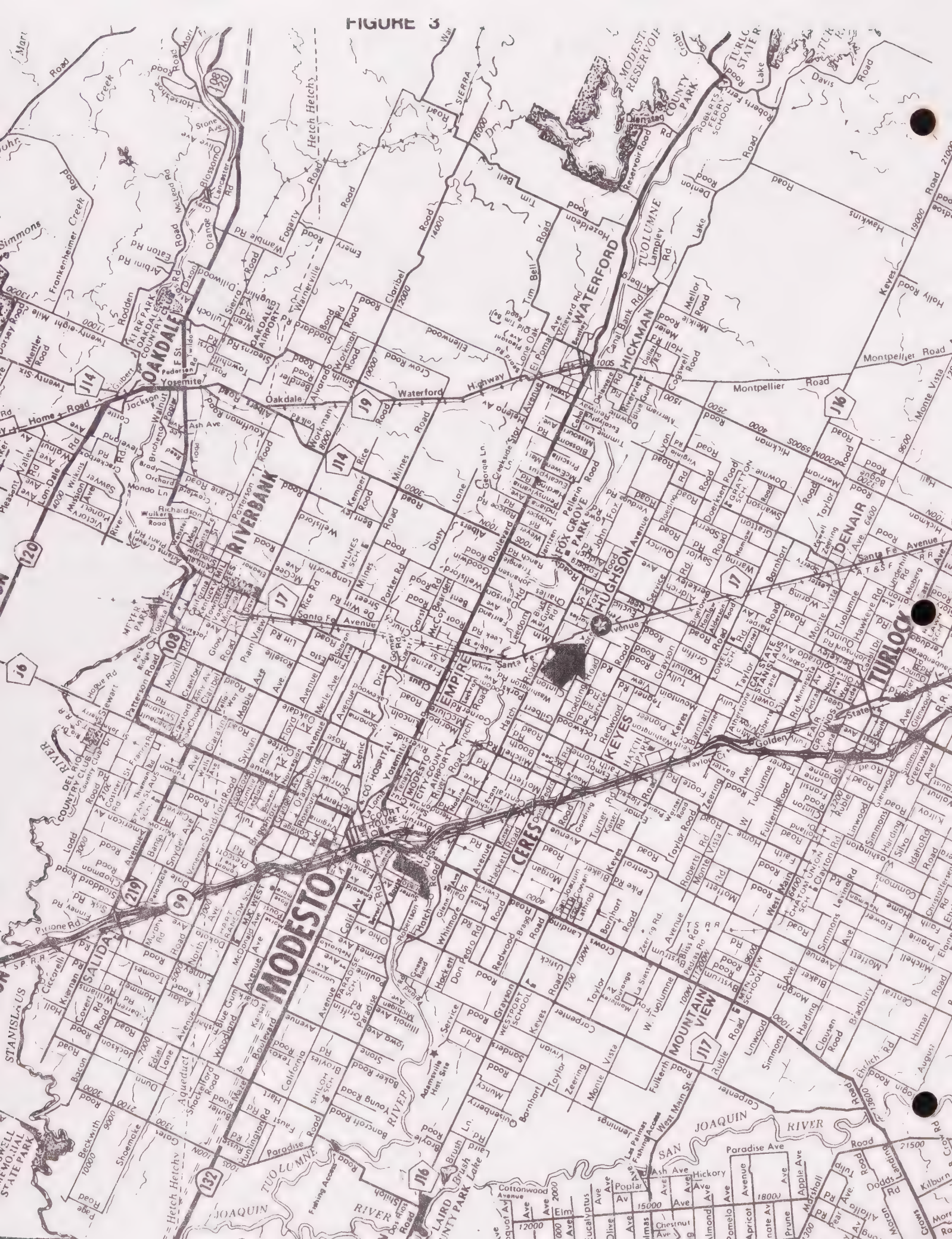
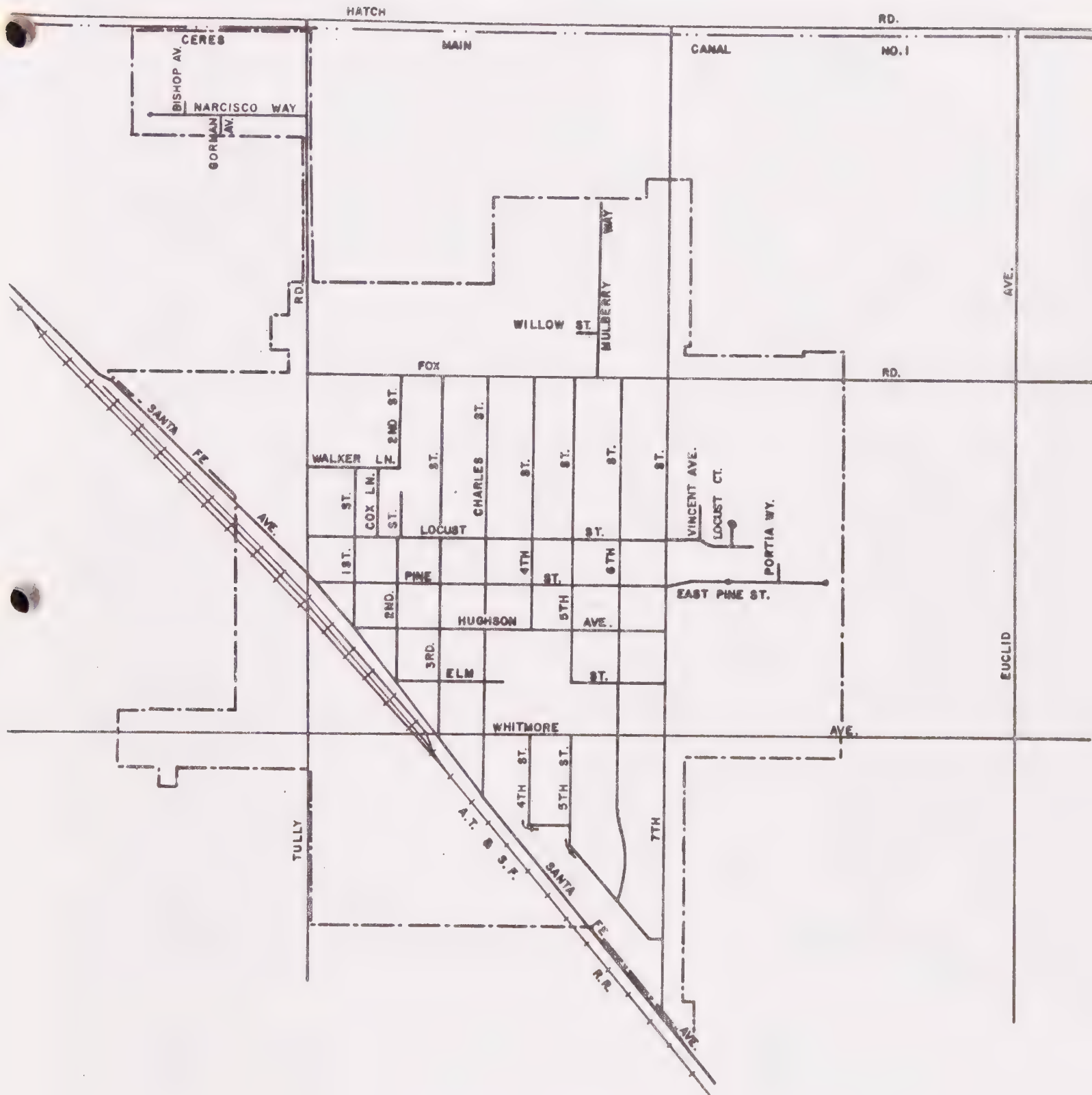




FIGURE 4



CITY OF  
**HUGHSON**

UPDATED 2-80

## 2. Geology and Groundwater

The geologic structure of the Hughson Service Area is relatively uniform, composed chiefly of recent alluvial fan deposits of marine sedimentary origin (see Figure 5). These young sand and silts originated from older alluvial deposits of the early Pleistocene Period. During the last Pleistocene and Holocene time, periodic lowering of sea level due to glaciation caused the erosion of much of this alluvial silt. Deposition of young alluvial sediments in the central portion of the valley was the result. ("Stanislaus Area Environmental Resources Management Element - Geology and Seismic Safety," Stanislaus Area Association of Governments, June, 1974). This process continues today with the build-up of sediments along river channels and river streams, including the Tuolumne River. The processes of deposition and sedimentation cause river channels to rise above the surrounding terrain, creating a negative slope away from the waterway. Eventually, the river meanders out of the channel to lower ground and the process begins again ("Stanislaus Area Environmental Resources Management Element - Water," Stanislaus Area Association of Governments, February, 1974).

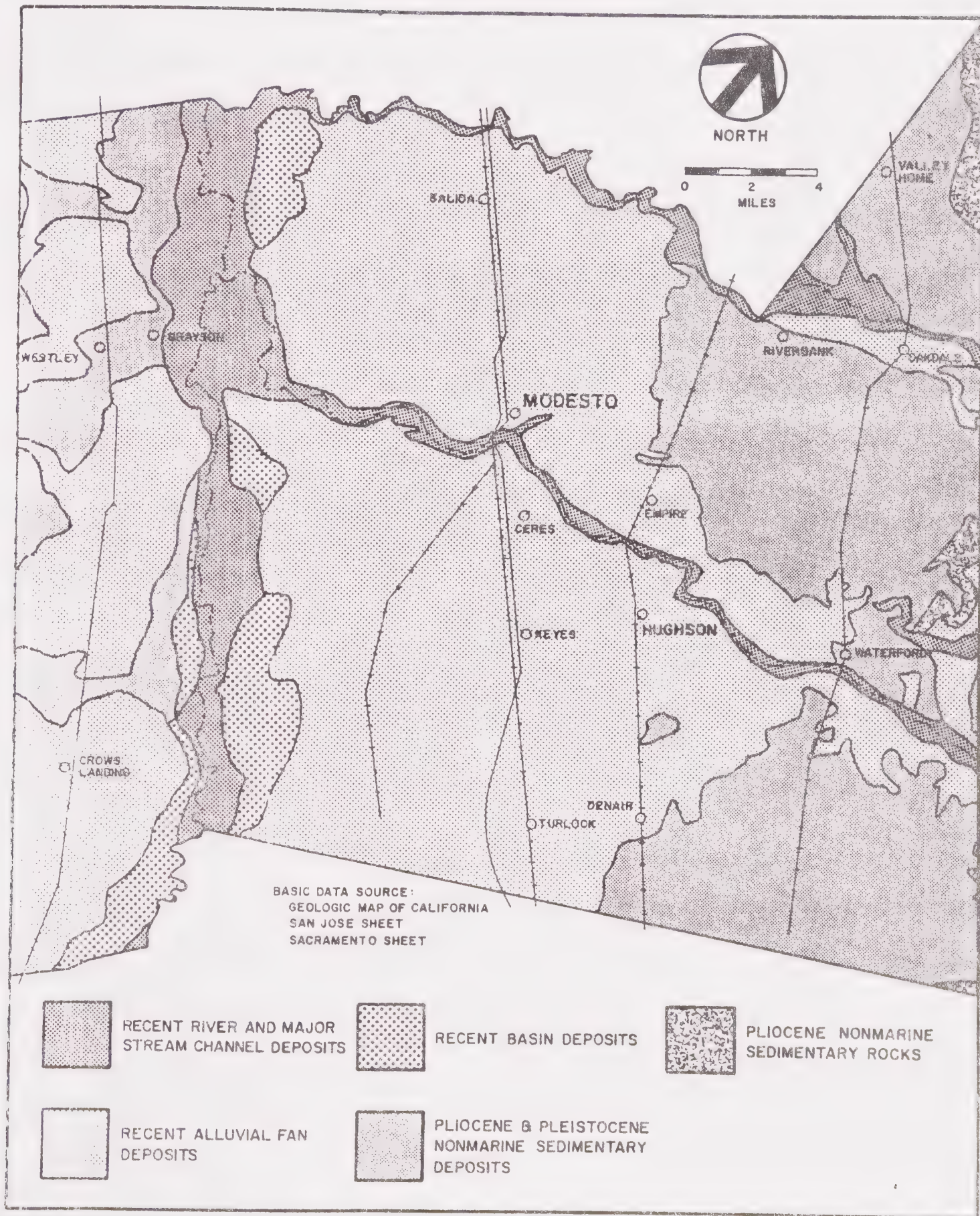
In the Hughson area of the Tuolumne River, the river channel is particularly well-endowed with rich lenses of sand and gravel very near the surface. The channel between Empire and Waterford has long served as the major commercial source of sand and gravel resources in Stanislaus County. No other exploitable mineral resources are known to exist in the immediate vicinity.

Groundwater is the major source of domestic, municipal and industrial water supplies in Stanislaus County and is supplemental for irrigation. Chemical analysis of the domestic water in Hughson indicates that it is of good quality with the exception of high levels of total dissolved salts.

The depth of poor quality water, i.e., to water high in chlorides, is around 400 feet in the Hughson area. As urbanization continues, a greater demand will be placed on the groundwater basin which serves as the source of domestic and industrial water supply, and on surface supplies, which results in less groundwater recharge. Extensive pumping, combined with insufficient recharge, has already resulted in a lowering of the water table or "cone of depression," in the Oakdale, Montpelier and Modesto areas.



FIGURE 5  
AREA GEOLOGY





### 3. Soils

Several soil types are present within the planning area. Soil capability ratings vary from Class I to III. Class I, II and III lands constitute the important agricultural lands in Stanislaus County.

In Stanislaus County, certain areas have better conditions for agriculture than other areas. The USDA Soil Conservation Service has developed uniform criteria for determining the capability of land for agricultural use. It is inherent in this capability system that the most intensive management a site can sustain for a yield of plant and animal products is determined scientifically on a basis of soil, topography and climate. Land is classified in a practical manner, according to productivity needs, limitations, hazards and response to management.

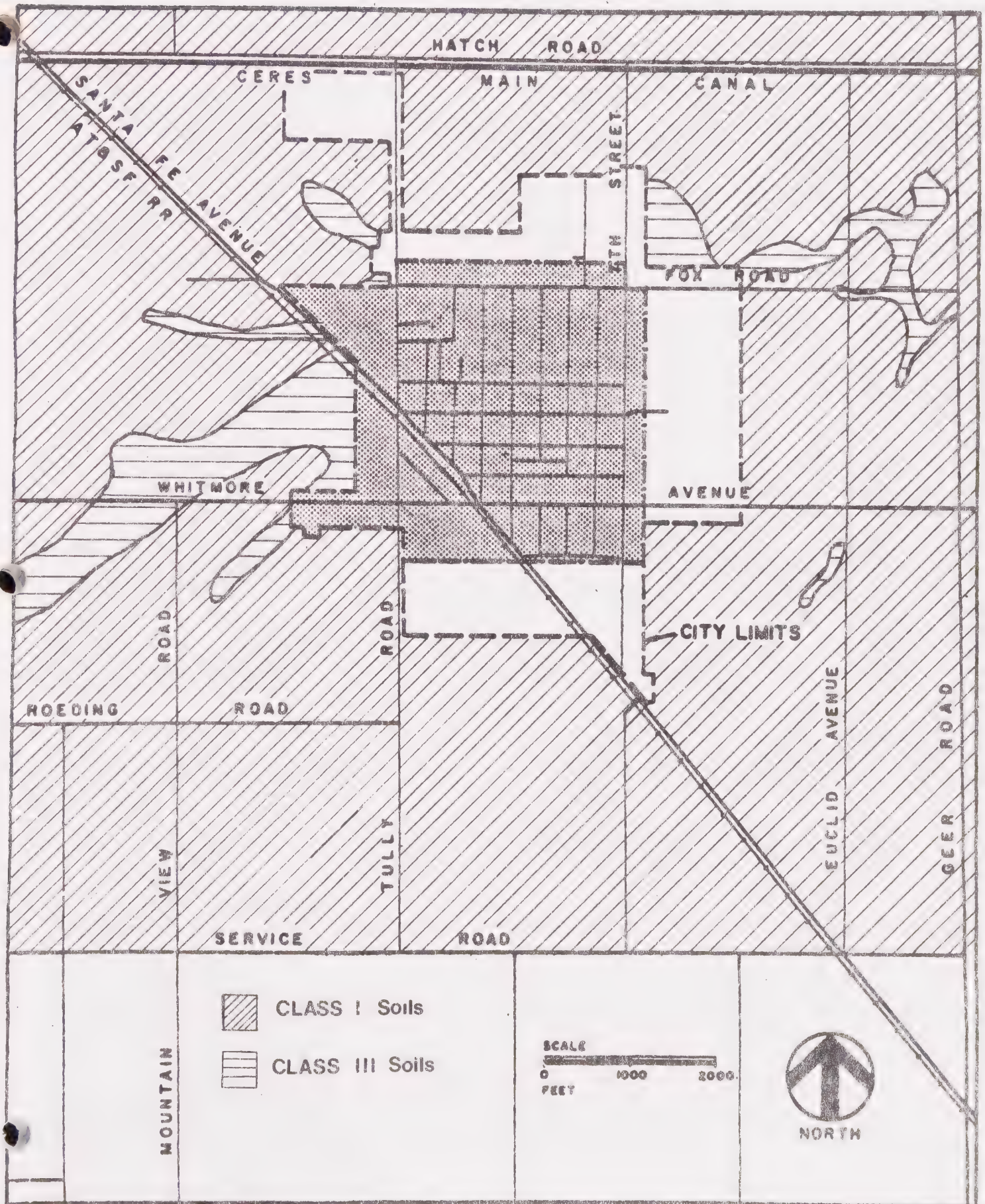
There are seven soil capability classes. Classes I-IV indicate lands suited to cultivation. Classes VI-VIII are unsuitable for cultivation. Class V is not present in Stanislaus County due to climate.

Class I lands have few limitations that restrict their use. They have the widest range of use and least risk of damage. They are level or nearly level, productive, well drained and easy to work. They can be cultivated with almost no risk of erosion. The soils in this land class are suited for sustained high yields of most climatically adopted crops, under sustained irrigation, with minimum costs of management.

Class II lands have some limitations in their natural characteristics that reduce the choice of plants or require moderate conservation practices. However, these limitations are few and the corrective practices are easy to apply. Limitations include imperfect drainage, moderate susceptibility to erosion, restricted depth, slightly saline-alkali and slow permeability in the subsoil. The soils in this land class are highly productive and capable of sustained high yields of many climatically adopted crops under sustained irrigation, when these limitations are overcome by management practices.

Class III lands have severe limitations that reduce the choice of plants or require special conservation practices, or both. Limitations include severe erosion hazard, coarse texture, poor drainage, hardpan layers, slow permeability, saline-alkali, restricted depth and low moisture-holding capacity. The soils in this land class are capable of sustaining moderately high yields of limited number of climatically adapted crops, with sustained irrigation. However, this is only when the crops are chosen to match the limitation and/or when the limitations are overcome by management practices.

# SOILS MAP





#### 4. Soils and Agriculture Land

Agriculture is a prime determinant in the economic base of Stanislaus County. The continued viability of agricultural production is related directly to the preservation of its highly productive soils. Although there has been much discussion with respect to the definition of prime and potentially prime agricultural land, the most prevalent definitions are as follows:

##### Prime Agricultural Land

- a. All land which qualifies for rating as Class I or Class II in the Soil Conservation Services' Land Use Capability Classifications.
- b. Land which qualifies for rating 80 through 100 in the Storie Index Rating.
- c. Land which supports livestock used for the production of food and fiber and has an annual carrying capacity equivalent to at least one animal unit per acre as defined by the U. S. Department of Agriculture.
- d. Land planted with fruit or nut-bearing trees, vines, bushes or crops which have a nonbearing period of less than five years and will normally return during the commercial bearing period on an annual basis from production of unprocessed agriculture plant production not less than \$200.00 per acre.
- e. Land which has returned from the production of unprocessed agricultural plant products an annual gross value of not less than \$200.00 per acre for three of the previous five years.

Potential Prime Agricultural Land - Lands which have the capacity of being made prime through normal agricultural investment and practices.

The Stanislaus County Conservation/Open Space Element made the following conclusions and observations:

- . Agricultural soil is the major resource within Stanislaus County, and a major determinant with respect to the County's economic base.
- . The continued viability of agricultural production in this County is directly related to the preservation and proper management of highly productive agricultural soils.
- . Recent review of the Land Use Element of the Stanislaus County General Plan has designated virtually all of the rural and farming areas as "Agricultural" and placed Exclusive Agricultural (A-2) zoning on these areas, thus giving

additional protection of the Williamson Act.

- . The preservation of agricultural lands contributes to the conservation of other natural resources by providing open space for wildlife, vegetation, and air and water quality.
- . Agricultural soils of lesser quality are rapidly gaining importance as meat producing and dairying areas.
- . Zoning controls which permit the creation of parcels less than an economic unit contribute to a reduction of the viability of some agricultural uses.  
(Stanislaus County Conservation/Open Space Element, page 2-12)

The City of Hughson is completely surrounded by important agricultural lands. The majority of land in the Hughson Planning Area is Class I and II (see Figure 6).

## 5. WILDLIFE AND VEGETATION

The following excerpt from the Stanislaus Area Environmental Resource Management Element provides an evolutionary perspective on the existing biological environment of the Central Valley.

"The Central Valley was once a large prairie with large herds of elk and deer. Dramatic changes occurred within 30 years following the discovery of gold. The herds disappeared along with the grizzly bear and salmon declined. Grasslands changed from perennials to alien annuals and cultivated crops emerged in the fertile valley with the introduction of irrigation. Marshes disappeared as dams, diversions and drainage were used.

Over 90 percent of the streamside vegetation was removed and a decline resulted in the waterfowl population of the entire Pacific flyway."

This process continues today with the spread of irrigated croplands and urban development into previously undesirable areas. The transition has had a significant effect on plant and animal communities in the valley, reducing the carrying capacity and diversity of species.

Three types of habitats are found in the vicinity of the service area today: urban, agricultural, and riparian. The urban environment has little value as a wildlife habitat, offering shelter to a limited range of species that are tolerant of man's activities. Cultivated lands bordering the City provide food and shelter for a greater variety of wildlife. The orchards, in particular, are increasing in importance because of their longevity and the present trend of using cover crops. Nesting doves, pheasants, passerine birds, rabbits, rodents (especially the pocket gopher) and quail are some of the animals that inhabit

TABLE 1  
RELATIVE ABUNDANCE OF WILDLIFE SPECIES IN STANISLAUS COUNTY BY HABITAT TYPE  
(Estimated Numbers Of Wildlife For Each 100 Acres Of Habitat)

SPECIES	RIPARIAN	WETLAND	LAKE & RESERVOIR	GRASSLAND	AGRICULTURAL	WOODLAND
Coot	1 pair*	1 pair* 10-100 fall	0-10* 10-100 fall	0-10	0-10 spg.* 10-100 fall	none
Dove	10-100	0-10 20-100 fall	none	0-10	1-10 spg.* 10-50 fall	10-20 spg 20-50 fall
Pheasant	10-50	0-10	none	0-10	0-10 (1)	none
Quail	50-100	none	none	1-10	0-10	10-20
Raptors	1 per sq. mile	1 per sq. mile	1 per sq. mile	1 per sq. mile	1 per sq. mile	1 per sq. mile
Songbird	numerous	numerous	few	medium	medium	medium
Waterfowl	2 pair	2 pair 10-100 fall	0-10 10-100 fall	0-10	0-500 1 pr. spg.	1-2 fall
Water Associated Birds	medium	numerous	numerous	few	few	few
Cottontail Rabbit	10-100	0-10	none	0-10	0-10	0-5
Jackrabbit	10-100	0-10	none	0-10	0-100	0-10
Fur-bearing Mammals	medium	numerous	few	few	few	few
Non-game Mammals	medium	medium	few	few	few	few
Deer	0-2	none	0-1	none	0-1	1-5

\* indicates breeding population densities

(1) Pheasant densities in the pasture areas south of Oakdale and east of Turlock will range from 50-100 birds per 100 acres.

Source: California Department of Fish and Game, California Fish and Wildlife Plan, Vol. II, Jan. 1, 196



TABLE 2

## RARE AND ENDANGERED PLANTS IN STANISLAUS COUNTY

COMMON NAME	GENUS	SPECIES VARIETY	STATUS, HABITAT, COMMENTS
Fool's Onion	Brodiaea	pallida	<u>endangered</u> , oak woodlands and grasslands of Sierra foothills
Thistle	Cirsium	campylon	<u>endangered</u> , chaparral in Diablo Mts., restricted to moist sandy places along streams in serpentine areas
Evening Primrose	Clarkia	prostrata	<u>endangered</u> , valley grasslands
Sun Flower (wild)	Coreopsis	hamiltonii	<u>rare</u> , exposed dry rocky slopes of Diablo Mts.
Tickseed	Eriophyllum	Jepsonii	<u>rare</u> , associated with serpentine rocks, Diablo Mts.
Carrot (wild)	Eryngium	racemosum	<u>endangered</u> , freshwater marshes
Walnut	Juglans	Hindii	<u>endangered</u> , riparian, value as disease resistant root-stock for grafting English Walnuts.
Wild Marjoram	Monardella	leucocephala	<u>endangered</u> , valley grassland, sandy places
Davy	Neostapfia	colusana	<u>endangered</u> , valley grassland, about vernal pools
Adder's Tongue Fern	Ophioglossum	californicum	<u>rare</u> , valley grassland, about vernal pools, called Adder's tongue fern
Orcutt Grass	Orcuttia	californica	<u>endangered</u> , valley grassland, drying mud flats
Vasey	Orcuttia	californica	<u>endangered</u> , valley grasslands, drying mud flats
Vasey Grass	Orcuttia	inaequalis	<u>endangered</u> , valley grasslands, moist open places
Tuft Grass	Orcuttia	Greenii	<u>endangered</u> , valley grasslands, about vernal pools
Waterleaf	Phacelia	pilosa	<u>endangered</u> , valley grasslands, about vernal pools
Pop-corn Flowers	Phacelia	phacelioides	<u>rare</u> , chaparral, woodlands, 2,000-3,500 ft., Diablo Mts.
	Plagiobothrys	scriptus	<u>endangered</u> , valley grassland, moist banks, near La Grange

Source: California Native Plant Society; Munz, Philip A., A California Flora, U. of California Press, 1963.

the numerous orchards in the area.

North of the urbanized area, the Tuolumne River winds through the cultivated farmlands. The dense riparian vegetation found along these banks shelters a greater abundance and variety of wildlife per acre than the other habitat type in California (Table 1).

Of the rare or endangered species of plants and animals known to exist in Stanislaus County, only two are found along rivers and streams of the valley floor (Table 2). The Juglas Hindii is an endangered variety of walnut that is a valuable disease resistant root stock for grafting English walnuts. No specimens of this endangered species were observed on or near the treatment and disposal site. A rare animal species that could be present on or near the site of the sewer plant is the Giant Garter Snake. This snake inhabits the permanent fresh water environments of the Central Valley and is believed to be present on the Tuolumne River. No individuals of this species were observed during field investigations conducted while investigating the site for the sewage treatment plant.

No unique flora associations are known to exist in the area and no habitat areas for endangered species are shown on current mapping by the California Department of Fish and Gams in the proposed Sphere of Influence. A discussion of regional biological factors can be found in the SAAG Environmental Resource Management Element - Wildlife/Vegetation.

## 6. Noise

(Please refer to the Hughson General Plan document for additional details.)

The major source of noise within Hughson is auto and truck traffic and, particularly, the railroad along Santa Fe Avenue.

## B. Population

The 1980 Census indicated Hughson's population was 2,943, an increase of 799 (37.3%) since 1970. The median age of the population is 34.0 years. The population is predominantly White (82.8%). Persons of Spanish origin account for 17.2% of the population.

Hughson's population is expected to increase to approximately 4,761 by the year 2000. This will be an increase of 61.7% from the year 1980.

TABLE 3

### POPULATION & PROJECTED POPULATION GROWTH CHART

	1975(1)	1980(2)	1985(3)	1990(3)	1995(3)	2000(3)
City	2,459	2,943	3,639	3,986	4,405	4,761
Increase/ 5 Years		19.7%	23.7%	9.5%	10.5%	8.1%
Planning Area	3,438	3,887	4,583	4,930	5,349	5,840
Increase/ 5 Years		13.1%	17.9%	7.6%	8.5%	9.2%

#### SOURCES:

1. 1975 Special Census
2. 1980 Census
3. Projections for Stanislaus County, Update, June 1982

## C. Land Use

The corporate area of the City of Hughson comprises approximately 450 acres. The City's major retail commercial area, the Central Business District (CBD), is situated along Hughson Avenue in the old commercial core. Commercial land accounts for about 13% of the corporate area. Existing land use and zoning are illustrated in Figures 7 and 8.

Nearly 60% of the City is devoted to residential purposes. About 85% of the residential is single family, detached dwelling units.

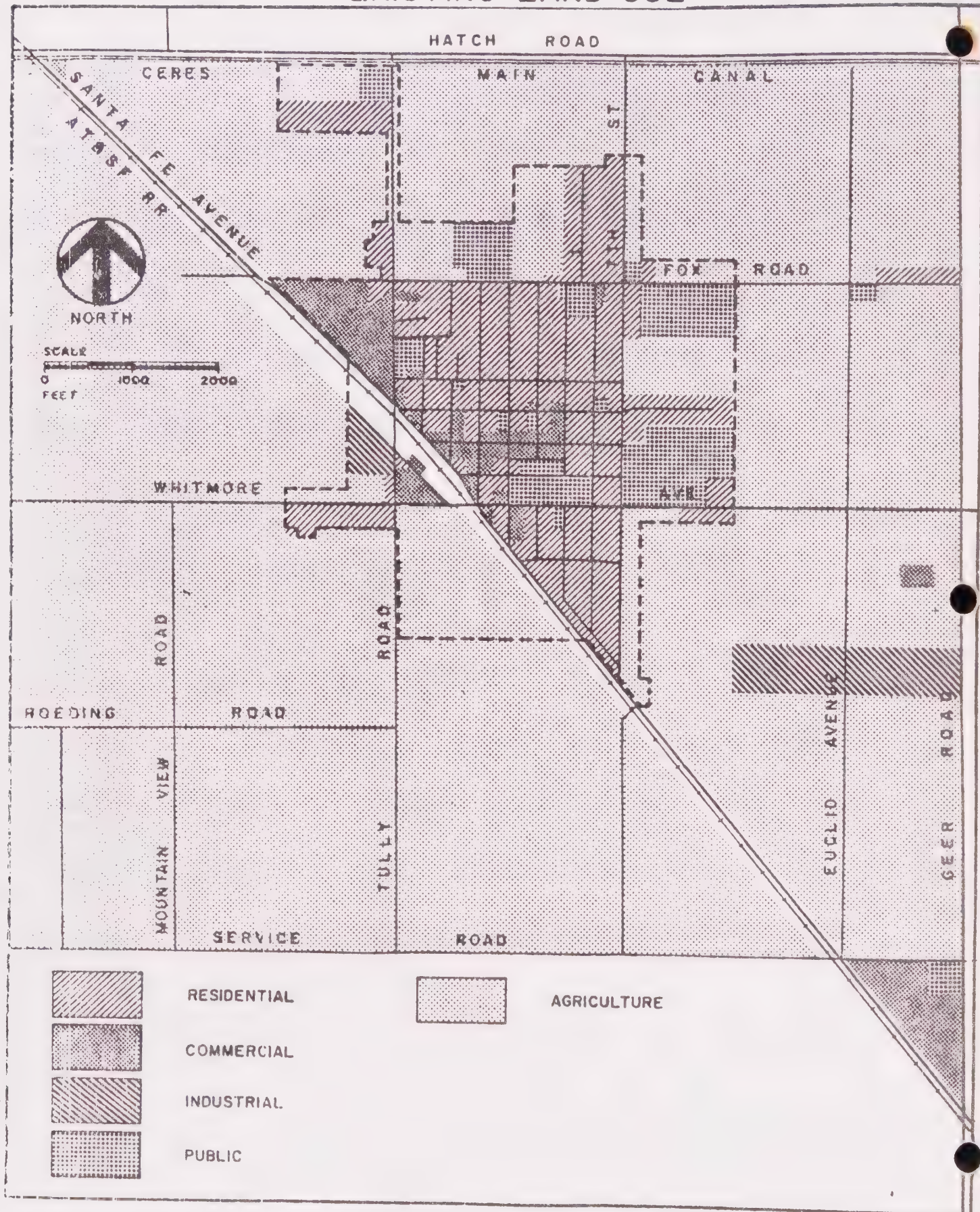
Industrial land accounts for nearly 15% of the corporate land area. The major industrial uses are Foremost-McKesson, Inc., Valley Tool, and Hughson Chemical. Industrial zoning is located primarily west of the Santa Fe Railroad tracks.

Agricultural lands surrounding the urban area are developed primarily in peach, walnut, and almond orchards. While a few parcels in the vicinity are used for pasture or row crops, none of these total over 40 acres. Parcel sizes generally range from



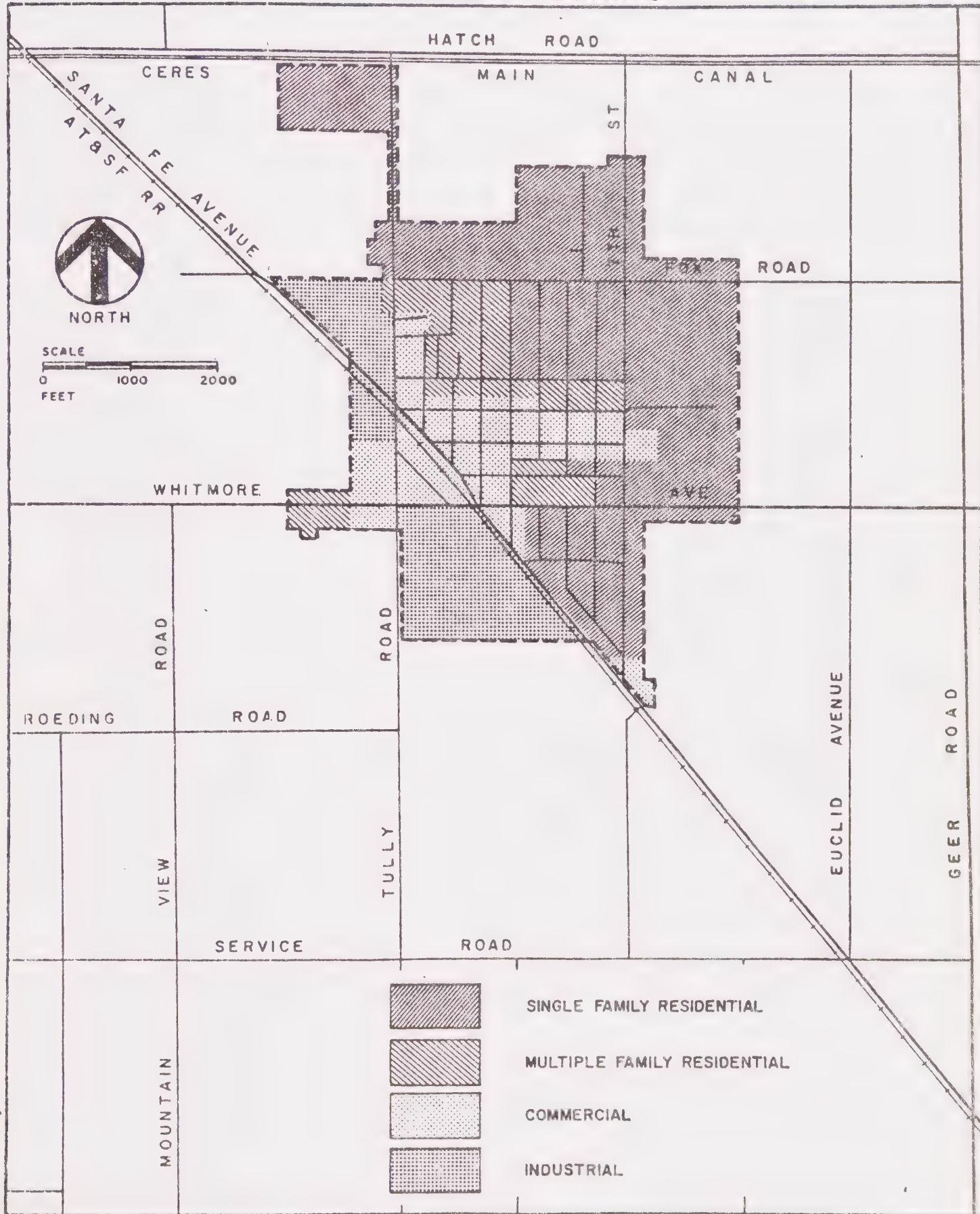
FIGURE 7

# EXISTING LAND USE





# CURRENT ZONING





10 - 85 acres with the majority between 15 - 35 acres.

#### D. Economic Factors

Hughson is at a competitive disadvantage with nearby urban centers for industrial and trade expansion. The City lacks the physical infrastructure, housing market, and labor force to attract major industrial development away from the growing Modesto-Ceres urban area. Any major expansion of the trade and services sector is also unlikely without significant growth in the local population.

There were approximately 926 employed people residing in Hughson when the 1980 Census was taken. Five hundred eighty-five (585) of these worked outside the Hughson area; 139 of them in Modesto. The major industries, in terms of employment, were: (a) nondurable goods, manufacturing (205); (b) agriculture, forestry, fisheries and mining (146); and, (c) retail trade (138).

Two hundred fifty-one (251) members of the City's labor force (21.32%) were unemployed when the Census was taken. Historically, unemployment tends to be seasonal, and usually peaks early in the calendar year. This is reflective of the agriculture nature of the economy of Hughson and Stanislaus County.

The median family income for Hughson residents in 1979 was \$17,480. The median household income was somewhat lower at \$14,741 ("Financial Survey," State of California, Department of Finance, 1983).

#### E. Infrastructure

Hughson is faced with problems similar to other rural communities with deteriorated and substandard water and sewer systems. Revenues have not kept up with the cost of replacing and improving outdated systems. These infrastructure deficiencies inhibit growth and, therefore, improvements in the community's economic outlook. Substandard systems also carry the on-going threat that water or sewer service could be unavailable for extended periods of time. This can have catastrophic effects on local health and the economy.

The basic infrastructure systems, although basically sound, are marginal and are beginning to deteriorate rapidly. In a recent Economic Development Administration Grant Application, concern was expressed about the City's water system. Inadequate water production capacity is rapidly approaching and may not be sufficient if a heavy fire suppression demand was placed on the system. The City's only water storage facility has been taken out of service and there are only two active domestic wells on line at the present.

Source of water is one means of measuring adequacy of supply, but

the other part of the equation is the distribution system. Where adequate supply exists and cannot be transmitted to the areas of need at a sufficient quantity, then supply is meaningless. Today's fire flow standards and modern hydrant and fire suppression equipment require at least interconnected 6" lines served by larger than 8" lines. Much of the City's system does not meet these standards, particularly in the older commercial and residential areas.

Hughson has faced and is addressing deficiencies within the sewer infrastructure. The planned and funded enlargement and improvement of the sewer treatment plant and main interceptor line will finally resolve a moratorium prohibiting the City's growth. The project will provide some 800 units of residential equivalents and over 60 acres of industrial potential. This action is positive, but much like the water system, the sewer collection system also exists as an impediment to growth.

Typical sewer collection systems work by gravity with smaller pipes connecting to larger pipes as quantities of waste increase. As densities increase and facilities grow older, capacities are reduced. Although most of the City's current collection system appears adequate in size, the age of the system gives cause for concern. There are undoubtedly bottlenecks that need to be rectified and larger size collection pipes installed in several areas of the City. These improvements, however, require a large financial undertaking.

Another infrastructure component of a City is the surface transportation system. Cities have had their ability to maintain and construct streets slashed in the past eight years. Gasoline tax revenue has dropped and the cost of oil-based products has escalated. Coupled with decreased revenue from property taxes, there are very few alternatives other than maintenance at much lower levels. Streets which should be overlayed are simply patched and cracks sealed. The result is a bumpy surface and a continuing deterioration of the surface and roadbase. Replacement of the entire surface and roadbase is very expensive, but such a project can be inevitable.

In March 1983, a "Street Deficiency Analysis and Priority Rating Manual for City of Hughson, California" was prepared by Lew and Associates, Ceres, California. It provides a method for visually determining street deficiencies and for prioritizing necessary street improvements based on degree of deficiency and traffic load.

Another aspect of surface transportation is drainage. Fortunately, sandy soils in Hughson prevent major drainage problems. The lack of curb and gutter in some older portions of town do cause problems and there are acute spot drainage problems that need to be addressed. With the construction of curb and gutter also comes the need for an adequate drainage outfall. This disposal point becomes more important as curbs and gutters

are constructed because drainage water will be concentrated and move faster along curbs and gutters than along ditches.

The City has a drainage system which employs: (a) positive storm drain system that drains into the Ceres Main Canal along Hatch Road; (b) retention basins; (c) french drains; and, (d) dry wells.

Nevertheless, several problem areas remain. The major problem areas are at (a) the corner of Seventh Street and Locust Street; (b) the corner of Hughson Avenue and Seventh Street; and, (c) the corner of Fourth Street and Fox Road. All of these locations have large concentrations of water accumulation during wet weather.

The only proposed improvement for the drainage system in 1984 is that of a positive storm drain system (30" piping) between Sixth Street and Tully Boulevard along Fox Road.

Two new pump stations have been proposed in the near future to go along with existing pump station (1,200 - 1,800 GPM) located near the intersection of Hatch Road and Tully Boulevard: one is proposed near the intersection of Hatch Road and Seventh Street, with a capacity of 1,200 - 1,800 GPM; the other one is proposed along the south end of Seventh Street near Santa Fe Avenue, with a capacity also of 1,200 - 1,800 GPM. Electric power and natural gas is supplied by Pacific Gas and Electric. Pacific Bell provides telephone service.

## F. Public Services

### 1. Schools

The City of Hughson possesses an excellent school system with adequate capacity, particularly through the use of portable classrooms, for future growth. The quality of the school system is one of the more attractive features of the community.

### 2. Police

Police service is provided on a 24 hour basis with central dispatching handled through the County Sheriff's Office.

### 3. Fire

The chief fire hazard in Hughson is the age of residential structures. More than 55% of the housing stock is over 25 years of age. Hughson and the surrounding rural community are served by the Hughson Rural Fire District. In the last five years, the District has upgraded the quality of manpower and equipment and, consequently, the area fire rating. The City has installed additional fire hydrants and upgraded the water system to provide adequate firefighting in every zone of the City.



#### 4. Parks

As noted in the Open Space and Conservation Element, the City has no expenditure history for parks, recreation, and open space acquisition. The existing parks are maintained by the school districts and volunteer organizations. The City Subdivision Ordinance requires that new residential development dedicate land and/or pay park fees. In addition, the City has applied for funding to develop a multi-use park at the site of the existing drainage pond on Fox Road and Tully Blvd. This site offers a unique opportunity for joint use of the retention basin and cooperative use of school grounds.

#### G. Archeology

Records and maps of identified archeological sites were reviewed by the District Ten Clearinghouse, California State College, Stanislaus, and several published texts were consulted for recorded historic resources.

No cultural resources has been recorded within the general area. The site of Empire City is designated State Historic Landmark 418.

Although no sites were identified in the project area, it is possible that historic land usage may have caused some evidence to be obscured. If artifacts or unusual amounts of bone, stone or shell are uncovered during construction activities, an archeologist should be immediately consulted for an on-the-spot evaluation of the situation.

#### H. Consistency with Areawide/Regional Plans

1. Stanislaus County General Plan. The Stanislaus County General Plan is premised, in part, on the principle that urban development should occur within a city, where proper municipal services are available.

To implement this principle, the County typically designates an "Urban Transition Boundary" around a city. The current boundary for the City of Hughson is illustrated in Figure 9. The Urban Transition Boundary is based largely upon the City's planning area boundary. Land that is designated Urban Transition is zoned for exclusive agricultural uses, and remains that way until annexed. The use of the Urban Transition concept effectively precludes City/County General Plan conflicts.

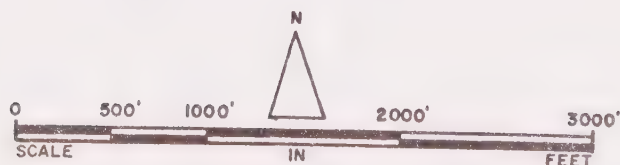
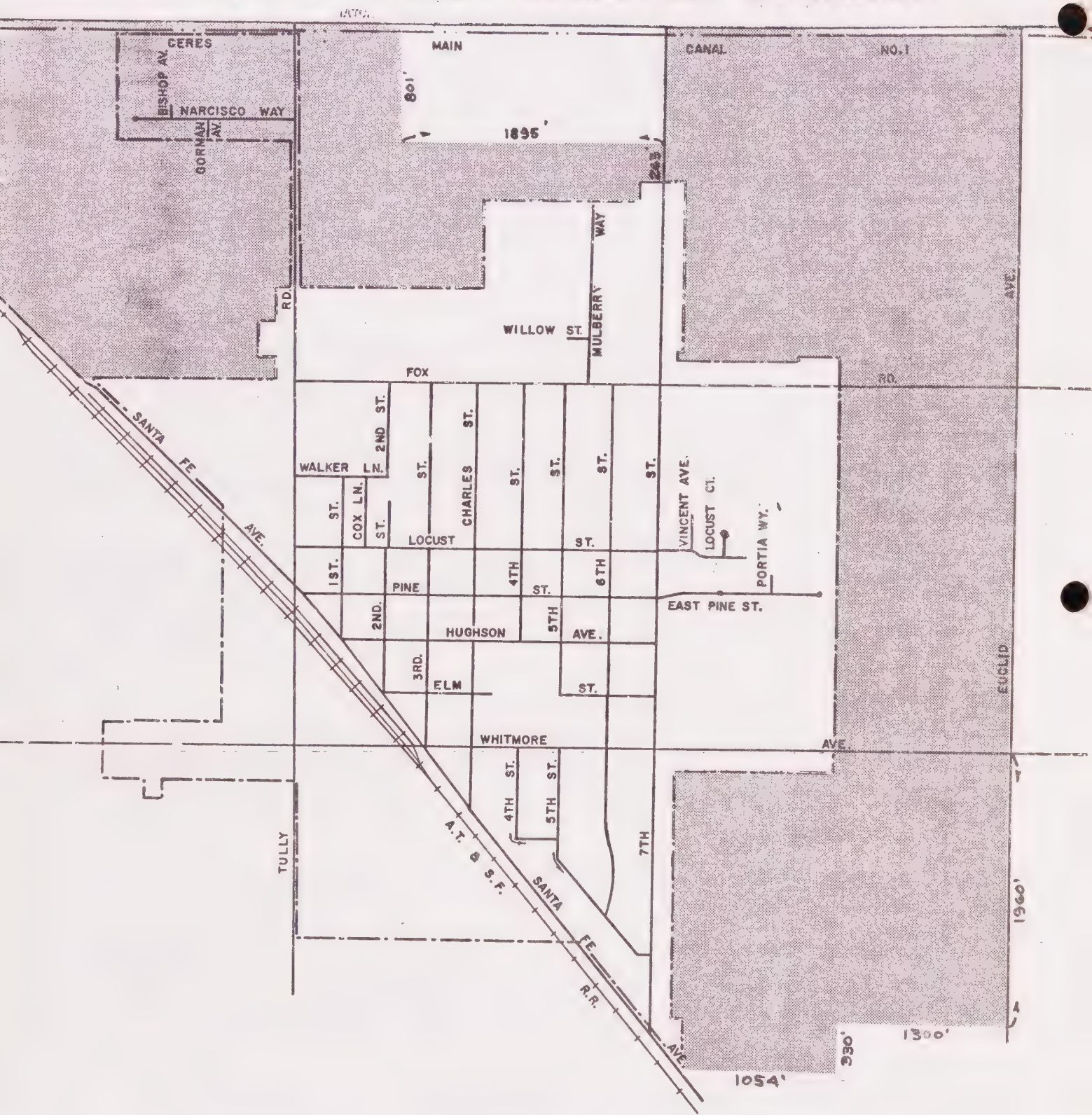
2. Stanislaus Area Transportation Plan. The Stanislaus Area Transportation Plan was adopted by the Stanislaus Area Association of Governments in November 1982.

The City of Hughson is not one of the nine governmental agencies identified in the Plan to implement specific tactics



FIGURE '9

# CURRENT URBAN TRANSITION BOUNDARY



CITY OF  
**HUGHSON**

UPDATED 2-80

related to transportation. However, the City of Hughson, as well as other cities not directly identified in the Plan, is called upon to:

- . Maintain street system.
  - . Identify and implement operational improvements.
  - . Identify and implement railroad crossing safety improvements.
  - . Continue to evaluate and designate truck routes.
  - . Continue to identify and remove obstacles to goods movement.
  - . Implement adopted air quality and transportation system management (TSM) tactics which also reduce energy use.
  - . Implement traffic operations improvements as identified in the Transportation Improvement Program (TIP).
  - . Implement traffic signalization projects as identified in the TIP.
  - . The critical need for additional funding for street and highway projects is recognized, and funding should be attempted to be obtained by working with the League of California Cities and the County Supervisors' Association of California.  
("Stanislaus Area Transportation Plan," Stanislaus Area Association of Governments, November, 1982)).
3. Stanislaus Air Quality Maintenance Plan. The Stanislaus Air Quality Plan, which was adopted by the Stanislaus Area Association of Governments in 1978 and updated in 1982, serves as the Air Quality Maintenance Plan (AQMP) and the Nonattainment Area Plan (NAP) for Stanislaus County.

The City of Hughson was one of the cities not specifically requested to adopt a portion of this Plan. It is requested, nevertheless, to consider and implement those transportation tactics believed by the City to be "reasonably available." No emissions credit is claimed and no implementation schedule is included.

4. Local Agency Formation Commission. Although the Stanislaus County Local Agency Formation Commission (LAFCO) has adopted no areawide plans, it does have two statutory responsibilities which could affect the growth and development of Hughson. Briefly, it must: (a) review all proposals to annex land to the City; and, (b) adopt a "sphere of influence" boundary for the City.



The factors LAFCO must consider when evaluating an annexation proposal are set forth in Section 54796 of the California Government Code. Among these factors are:

- . The conformity of the proposal with appropriate city and county general plans.
- . The effect of the proposal on maintaining the physical and economic integrity of lands on an agricultural preserve in open space uses.
- . The conformity of the proposal with the policies and priorities set forth in Section 54790.2 of the Government Code. Section 54790.2 basically requires the Commission to consider two priorities: (a) that development be guided away from prime agricultural land; and, (b) that existing vacant land within a city be developed before additional open space land is developed.

A "sphere of influence" is defined as the "probable ultimate" boundary of a local governmental agency. In designating a sphere of influence boundary, LAFCO must consider the factors in Section 54774 of the Government Code.

Currently, there is no adopted Sphere of Influence for the City of Hughson.

5. State Environmental Goals and Policy Report. Section 65041 of the California Government Code requires the Governor to prepare, and periodically revise, a State Environmental Goals and Policy Report.

The most recent version of the report, which is entitled An Urban Strategy for California (State of California, Office of Planning and Research, February, 1978), stipulates that new urban development in California should be located according to the following priorities:

- . First Priority: Renew and maintain existing urban areas, both cities and suburbs.
- . Second Priority: Develop vacant and under-utilized land within existing urban and suburban areas and presently served by streets, water, sewer, and other public services. Open space, historic buildings, recreational opportunities, and the distinct identities of neighborhoods should be preserved.
- . Third Priority: When urban development is necessary outside existing urban and suburban areas, use land that is immediately adjacent. Noncontiguous development would be appropriate when needed to accommodate planned open space, greenbelts, agricultural preservation or new town community development.

## V. ENVIRONMENTAL IMPACTS

### A. Introduction

The Initial Study identified four environmental areas upon which the proposed City of Hughson General Plan Revision could have a significant effect: change in pattern, scale or character of general area of project; substantial change in existing noise or vibration levels in the vicinity; substantial change in demand for municipal services (police, fire, water, sewage, etc.); and substantially increased fossil fuel consumption (electricity, oil, natural gas, etc.). In addition, the EIR analyzes the environmental impacts on water, loss of agricultural land, air quality, cultural resources, and utilities. This section describes whether the adoption of the General Plan Revisions, and in particular the Land Use and Circulation Elements, will have a significant impact with respect to any of these factors.

The following should be noted:

- The degree of specificity required in an EIR will correspond to the degree of specificity involved in the underlying activity which is described in the EIR (CEQA Guidelines, Section 15146). An EIR on the adoption of a local general plan need not be as specific as an EIR on a specific construction projects.

### B. Physical Features

#### 1. Agricultural Land

Over 90% of the underdeveloped land within the Planning Area consists of prime agricultural land. The proposed Urban Transition Boundary represents a realignment and reduction of almost 240 acres of land from the existing County adopted Urban Transition Boundary. The remaining acreage in the Planning Area and the Proposed Sphere of Influence, as delineated by the Land Use Element and the Open Space and Conservation Element, will remain in permanent agricultural preserve.

As the land in the Urban Transition Boundary is annexed and developed, it will irreversibly be removed from agricultural usage. Given the present population and development projections at least 100 acres of prime agricultural land will be removed from agricultural use by the year 2000. The development of the entire Urban Transition Boundary would result in the loss of an additional 190 acres from agricultural production.

The eventual loss of roughly 290 acres of prime and other agricultural land to urban development, when compared to the amount of available agricultural land in Stanislaus County, is insignificant. The loss of agricultural land should, however, be viewed cumulatively. A study conducted by the University of



California at Davis in 1973, predicted that 34,000 acres in Stanislaus County will be converted from agricultural uses by the year 2000. Viewed in this context, the urbanization of Hughson's Urban Transition Boundary, and that of other cities, is of greater consequence.

It is fair to conclude that the loss of prime and other agricultural land resulting from the development of Hughson's Urban Transition Boundary would be a significant cumulative environmental effect.

## 2. Groundwater

### a. Water Supply

The groundwater supply is expected to meet the City's domestic water needs for the foreseeable future. Urbanization of the Urban Transition Boundary should not constitute a significant environmental impact. The water table, however, should be carefully monitored to note the size and depth of any lowering that might indicate that insufficient recharge is occurring.

### b. Absorption Rates/Drainage

The gradual urbanization of the Urban Transition area will have a slight effect on the groundwater recharge. Although Hughson is in a major groundwater recharge area, the effect will be insignificant.

Urbanization, by decreasing percolation, will increase surface runoff from rain, home watering, etc. The effect of increasing runoff will be discussed in the Utilities Section, under Storm Drainage.

## 3. Noise

The Proposed Land Use Element and the proposed Noise Element, restrict, with one exception, all residential growth south of the Santa Fe Railroad, and minimize residential growth north of the tracks within the noise impacted area. If implemented, the effect of noise should be insignificant.

## C. Population

A major purpose of the Land Use Element is to determine the location, distribution, and density of population which will reside in the urbanized area. The Proposed Land Use Element attempts to influence these factors.

The Proposed Land Use Element, in general, will:

- With one exception, restrict population from locating in the industrial south of the Santa Fe Railroad tracks.  
This represents a slight departure from the existing Land

Use Element which did not restrict residential development in this area.

- Will restrict population within the defined noise impact area identified in the Noise Element, from locating south along Santa Fe Avenue. The restriction does not prevent residential development, but requires noise attenuation building techniques to reduce the impact of the noise for the highway arterial and the railroad.
- Lead to somewhat higher densities within the present City limits by encouraging infilling and by designating higher densities in the older more developed areas around the central business district.
- Concentrate and orient new population growth to the north of Fox Road west of Seventh Street to maximize the use of the new sewer trunkline down Tully Blvd. The existing Land Use Element encouraged more growth east toward Euclid Avenue.

#### D. Land Use

The Proposed Land Use Element will not substantially alter the land use pattern which presently exists within the City of Hughson. There will be a slight increase in residential densities resulting from encouraging infilling, innovative development, and from increasing the densities from the central business district north to Fox Road. As already noted under Population, incompatible development would be curtailed south of the Santa Fe Railroad tracks, and north of Santa Fe Avenue in the noise impacted areas.

With the exception of the residential reserve designation east of Seventh Street and north of Fox Road, the Proposed Element explicitly designates planned general land uses in the unincorporated portion of both the Urban Transition Boundary and the proposed Sphere of Influence. This was not done by the present General Plan. Although the new land use plan provides for higher overall densities, it basically represents a continuation of the existing land use pattern, with commercial concentrated in the established central business district, and industrial development concentrated south of the Santa Fe Railroad tracks.

#### E. Infrastructure

##### 1. Water Supply

As discussed earlier, Hughson's domestic water system has distribution deficiencies, and there is a need for additional wells and larger supply lines to accommodate growth. The groundwater resources are sufficient to supply future demands.

The City has a great need to adopt and implement a master water plan. This would correct distribution deficiencies. If this is not accomplished, implementation of the Land Use Element could result in significant safety and economic effects.

## 2. Storm Drainage

As Hughson grows, the need for storm drainage will increase. As noted earlier, there are already several problem areas in the existing developed area. There is an equally great need for the City to adopt and implement a master storm drainage plan. If this is not accomplished, the implementation of the Land Use Element could result in significant health and economic effects.

## 3. Sewer

The planned and funded enlargement and improvement of the sewer treatment plant and main interceptor line will provide the capacity for future growth. The Sewer Master Plan, if implemented, will, over time, address the deficiencies in the collection system. Thus, adoption of the Land Use Element should lead to a significant environmental impact.

## 4. Transportation

The preparation and adoption of the "Street Deficiency and Priority Rating Manual" provides a sound systematic basis for future street improvements. Implementation of this system should prevent, at least, major street deficiencies.

The City does have a problem in the older part of town with a number of street encroaching Santa Fe Avenue at dangerous angles. The Proposed Circulation Element offers some suggestions for mitigating these deficiencies. Implementation of the suggestions will depend upon the availability of funding and the willing participation of private development.

Other than the above, there are few if any traffic problems facing Hughson in the foreseeable future.

## 5. Energy

No specific utility problems now exist in Hughson and P.G.&E. officials anticipate no problems in accommodating the expected growth.

## F. Public Services

### 1. Schools

The City, through the Subdivision Ordinance, requires new residential development to dedicate land and/or pay prescribed fees to the school districts to offset development impacts. Given this policy and the existing condition of the school

system, there should be no significant impact from plan adoption.

## 2. Police

Although there is some question concerning the cost of the dispatching service, police services seem to be basically adequate for the foreseeable future.

## 3. Fire

If the water system continues to be upgraded, the Fire District's capabilities are adequate for the foreseeable future.

## 4. Parks

The Proposed Land Use Element and the Proposed Open Space and Conservation Element encourage the City to allow privately-maintained open space in planned developments.

A potential problem, however, should be noted. The proposed Circulation Element delineates the Plan Line for the extension of Charles Street, which come near the boundary of the ballfield at LeBright School. The Plan Line shows Charles Street curving around the ballfield. If this extension is implemented, extreme care should be taken not to impact the facility.

Taken as a whole, the park system in Hughson is inadequate. With the addition of the public park at the retention facility, the continued implementation of the park land dedication and/or park fees for new development, and the encouragement of privately-maintained open space, there will be a reasonable accommodation for future growth.

## G. Archeology

As noted in the Environmental Setting under Archeology, according to the District 10 Office of Historical Preservation (California State College, Stanislaus), no cultural resources have been recorded within the Planning Area. It is, however, possible that historic land usage may have caused some evidence to be obscured. If during the construction of any specific project, artifacts or unusual amounts of bone, stone, or shells are uncovered, an archeologist should be immediately consulted for an on-the-spot evaluation of the situation.

The lack of an identified archeological site within the Planning Area should render the environmental effect of urbanization to a level of insignificance.

## H. Consistency with Areawide/Regional Plans

### 1. Air Quality

The Stanislaus Air Quality Plan, which was adopted by the



Stanislaus Area Association of Governments in 1978 and 1982, classifies Stanislaus County as a nonattainment area for three pollutants: carbon monoxide, ozone and particulates.

As previously explained, the City of Hughson was one of the cities not specifically requested to adopt a portion of this Plan. However, it is requested to implement those transportation tactics believed by the City to be "reasonably available." Hughson's population growth approximates the projection of the Air Quality Plan and, therefore, there should be no significant environmental impact on air quality.

With regard to odors, the major industrial area is isolated from the remainder of the town. And, for the most part, commercial uses predominate on Santa Fe Avenue where automobile-associated odors are likely to be present.

Thus, the Land Use Element should not result in any significant odor problems.

## 2. State Environmental Goals and Policy

There are no inconsistencies between the priorities and the proposed Land Use Element. The Element calls for the preservation and enhancement of the City's central downtown area, the development of vacant land now within the City, and the use of land in an orderly and efficient manner.

## VI. MEASURES TO MITIGATE ENVIRONMENTAL IMPACTS

The preceeding section indicated that the proposed City of Hughson General Plan Revision, concentrating on the proposed Land Use and Circulation Elements, could have potentially significant environmental impact in three general areas: loss of agricultural land, the water system, and storm drainage. This section will discuss the measures contained in the General Plan Revision, particularly the Land Use Element, which mitigate the significant environmental impacts.

### A. Loss of Agricultural Land

Aside from attempting to permanently stopping all external growth, Hughson cannot possibly avoid converting some important agricultural land to urban uses. Major objectives of the proposed Land Use Element, however, are to:

- Manage the location, extent and timing of urban growth with in the planning area so that it will be compatible with the economy, natural resources of the area, and the urban service capabilities of the City (C.6.)
- Conserve agricultural land to the maximum practical extent that is commensurate with the orderly growth and development of the City. (C.6.)

In addition, the Policies for Urban Growth Management included for unincorporated lands within the Urban Transition Boundary state:

"To protect land designated for urban development . . . from inappropriate or premature development, the City will request that, within the designated areas, Stanislaus County:

Maintain existing agricultural zoning on all unincorporated land designated for urban uses, or as agricultural open space." (D.2[a])

For unincorporated land not designated for urban development, the City encourages the County to utilize the following guidelines:

The City should be the provider of urban services and control within the planning area. Urban development should occur within the City.

The primary use of unincorporated land not designated for urban development on the General Plan Map should be for agricultural and rural uses. Emphasis should be placed upon the preservation of productive or potentially productive agricultural land.

". . . The proposed Sphere of Influence includes an area

sufficient for the ultimate extension of city services and permanent agricultural open space, which has social and economic ties to the City. The City's desire of a role in assuring permanent agricultural preserve dictates the extent of the proposed Sphere of Influence."  
(D.2.[c])

Further, in the Conservation of Open Space section of the Goals and Objectives in the proposed Open Space and Conservation Element, it requires the City to:

Recognize that open space land is a limited and valuable resources which must be conserved whenever possible.

Discourage premature and unnecessary conversion of open space land to urban uses. Adopt land use policies which promote continuous development and urban infilling.

Preserve open space lands as necessary to maintain a healthy local economy; assure the continued availability of land for the production of food and fiber, and the continued enjoyment of the area's rural character and scenic beauty; to protect appropriate lands for passive recreational use; to protect identified groundwater recharge areas; and, to conserve energy. (C.1.[a-d])

Finally, under Open Space Conservation Policies, in the same Element, it calls on the City to properly utilize the community's agricultural resources through the following measures:

Recognize agriculture as a major industry in the Hughson Sphere of Influence, deserving special accomodation in this General Plan.

Preserve and manage the agricultural resources of the Hughson Planning Area for current and future use. Identify and protect valuable agricultural lands against urban encroachment, based on their economic and open space benefits to the community.

Designate lands which should be preserved in agricultural use. Limit use of these designated agricultural lands to agricultural uses.

Relieve pressures to convert valuable agricultural lands to urban uses by carefully directing urban expansion and by promoting infilling.

In cooperation with the County, protect existing agricultural and open space resources around Hughson by establishing an Urban Transition Boundary. Establish a County commitment to recognize and honor the boundary. All land outside the Urban Transition Boundary and within the proposed Sphere of Influence, shall be reserved for

permenent agricultural use. (D.1.[a-e])

Taken as a whole, the reduction of the existing Urban Transition Boundary, and the high level of City commitment to the preservation of agricultural land mitigates the loss of agricultural land below a significant level.

B. Water System and Storm Drainage.

The Public Facilities section of the proposed Land Use Element, and the Seismic and Public Safety Element requires the City to prepare, adopt, maintain, and implement a master water system and master storm drainage plan. If these requirements are implemented, the potential impact from the lack of these two public services can be mitigated to a level below significant.



## VII. ALTERNATIVES

### A. The "No Project" Alternative.

The "no project" alternative would mean that the present Hughson General Plan would remain in effect.

The present General Plan does not identify a realistic Urban Transition Boundary, and does not designate planned land uses in the incorporated territory. This lack of specificity makes it difficult for City officials, and outside agencies, such as, the County and the Local Area Formation Commission (LAFCO), to realistically and systematically make land use decisions. The present Plan could restrict the City's ability to gain approval for annexations through LAFCO.

If annexations were not successful, new City growth could occur only on vacant land within the City, and, eventually, growth would be terminated. Without the ability to attract new development, the economy would stagnate, unemployment might increase, and the ability of the City to provide essential public services would be greatly curtailed. If growth went to other nearby communities the loss of agricultural land would be just as significant. Finally, without growth in the City, there would be increasing pressure on the County to allow urban development in the adjacent unincorporated territory. This growth would probably not be adequately served with public services, and would be in direct violation with the County General Plan.

### B. Other Alternatives

Given the configuration of the new sewer trunkline and existing collection system, growth to the east would be nearly impossible, and certainly not cost effective. Growth north of Hatch Road would further split the City into sections, intrude upon important agricultural areas, and encounter substantial opposition for agriculturally oriented land owners. There are no advantages to either alternative, and substantial liabilities.

VIII. RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND THE MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

As in all general plans, the City of Hughson General Plan Revision has a long-term focus. If the City grows in accordance with the Plan, the cumulative and long-term effects of the project would be: (a) the eventual loss of approximately 290 acres of farmland from production; (b) a change in the level and complexity of life in the City; and (c) a constant struggle to keep the level of public services in line with the expected growth.

The General Plan Revision is necessary because of the near term availability of sewer capacity, and the lack of general plan revision since 1976.

IX. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

The irreversible change which could result if the General Plan Revision is approved is the conversion of not more than 290 acres of agricultural land to urban purposes.

X. THE GROWTH-INDUCING IMPACT OF THE PROPOSED PROJECT

The General Plan Revision is a plan for guiding and accomodating future growth in Hughson. The proposed project should not induce or encourage growth beyond the plan boundaries.

## BIBLIOGRAPHY

### A. ORGANIZATIONS/PERSONS CONTACTED

1. Hughson City Manager: Troy Presley
2. Hughson City Engineer: Larry Lew
3. Hughson City Attorney: John Stoval/David Hurst
4. Hughson Fire Chief: Robert Silva
5. Hughson Police Chief: Lenox Etherington
6. Hughson Union School District: Grant Jacobs
7. Hughson Union High School District: Marvin Stewart
8. Stanislaus County Director of Planning/LAFCO  
Executive Officer: Harder Bruch

### B. DOCUMENTS

1. City of Hughson, Zoning Ordinance, August 23, 1983.
2. City of Hughson, Subdivision Ordinance, 1982.
3. City of Hughson General Plan, 1977.
4. City of Hughson, Amendment Environmental Impact Report, Moldenhauer, Bennett and Company, February, 1979.
5. City of Hughson Wastewater Management Alternatives Environmental Impact Report (Supplement), Draft and Final, R.C. Fuller Associates, January, 1982.
6. County of Stanislaus, Stanislaus County General Plan, August, 1982.
7. Economic Assessment and Plan, Prepared for the City of Hughson, Valley Planning Consultants, November, 1983.
8. Environmental Impact-City of Hughson, Harris and Associates, June, 1977.
9. Stanislaus Area Environmental Resources Management Element: Agricultural Data Report (1976), Geology and Seismic Safety (1974), Water (1974), Soils (1974) Recreation and Open Space (1975), and Wildlife and Vegetation (1974), Stanislaus Area Association of Governments

10. Stanislaus County Projections, June 1983.
11. Stanislaus Area Transportation Plan, November, 1982.
12. Stanislaus Air Quality Plan: Appendices, June, 1982.
13. 1980 Census Summary Report, (File 1), State of California, Census Data Center.
14. General Plan Guidelines, Office of Planning and Research, September 10, 1980.
15. An Urban Strategy for California, February, 1978.



CITY OF HUGHSON

APPENDIX A

ENVIRONMENTAL INFORMATION FORM  
(To Be Completed By Applicant)

Date Filed January 30, 1984

General Information

1. Name and address of developer or project sponsor: City of Hughson  
7018 Pine Street, Hughson, CA 95326 (209) 883-4054
2. Address of project: same as above  
Assessor's Block and Lot Number: \_\_\_\_\_
3. Name, address, and telephone number of person to be contacted concerning this project:  
Troy Presley (City Manager) 7018 Pine Street,  
Hughson, CA 95326 (209) 883-4054
4. Indicate number of the permit application for the project to which this form pertains:  
\_\_\_\_\_
5. List and describe any other related permits and other public approvals required for this project, including those required by city, regional, state and federal agencies:  
\_\_\_\_\_  
\_\_\_\_\_
6. Existing zoning district: \_\_\_\_\_
7. Proposed use of site (Project for which this form is filed):  
Revision of City of Hughson's General Plan

Project Description

8. Site size.
9. Square footage.
10. Number of floors of construction.
11. Amount of off-street parking provided.
12. Attach plans.
13. Proposed scheduling.
14. Associated project.

15. Anticipated incremental development.
16. If residential, include the number of units, schedule of unit sizes, range of sale prices or rents, and type of household size expected.
17. If commercial, indicate the type, whether neighborhood, city or regionally oriented, square footage of sales area, and loading facilities.
18. If industrial, indicate type, estimated employment per shift, and loading facilities.
19. If institutional, indicate the major function, estimated employment per shift, estimated occupancy, loading facilities, and community benefits to be derived from the project.
20. If the project involves a variance, conditional use or rezoning application, state this and indicate clearly why the application is required.

Are the following items applicable to the project or its effects? Discuss below all items checked yes (attach additional sheets as necessary).

	<u>Yes</u>	<u>No</u>
21. Change in existing features of any bays, tidelands, beaches, lakes or hills, or substantial alteration of ground contours.	—	<u>X</u>
22. Change in scenic views or vistas from existing residential areas or public lands or roads.	—	<u>X</u>
23. Change in pattern, scale or character of general area of project.	<u>X</u>	—
24. Significant amounts of solid waste or litter.	—	<u>X</u>
25. Change in dust, ash, smoke, fumes or odors in vicinity.	—	<u>X</u>
26. Change in ocean, bay, lake, stream or ground water quality or quantity, or alteration of existing drainage patterns.	—	<u>X</u>
27. Substantial change in existing noise or vibration levels in the vicinity.	<u>X</u>	—
28. Site on filled land or on slope of 10 percent or more.	—	<u>X</u>
29. Use of disposal of potentially hazardous materials, such as toxic substances, flammables or explosives.	—	<u>X</u>
30. Substantial change in demand for municipal services (police, fire, water, sewage, etc.).	<u>X</u>	—
31. Substantially increase fossil fuel consumption (electricity, oil, natural gas, etc.).	<u>X</u>	—
32. Relationship to a larger project or series of projects.	—	<u>X</u>

## Environmental Setting

33. Describe the project site as it exists before the project, including information on topography, soil stability, plants and animals, and any cultural, historical or scenic aspects. Describe any existing structures on the site, and the use of the structures. Attach photographs of the site. Snapshots or polaroid photos will be accepted.
34. Describe the surrounding properties, including information on plants and animals and any cultural, historical or scenic aspects. Indicate the type of land use (residential, commercial, etc.), intensity of land use (one-family, apartment houses, shops, department stores, etc.), and scale of development (height, frontage, set-back, rear yard, etc.). Attach photographs of the vicinity. Snapshots or polaroid photos will be accepted.

## Certification

I hereby certify that the statements furnished above and in the attached exhibits present the data and information required for this initial evaluation to the best of my ability, and that the facts, statements, and information presented are true and correct to the best of my knowledge and belief.

January 30, 1984

Date

Signature

TROY C. PRESLEY  
CITY MANAGER

For

CITY OF HUGHSON

### DESCRIPTION OF PROJECT

The proposed project is a major revision of the City of Hughson's General Plan. It will be directed toward the following elements: (a) Land Use; (b) Circulation; (c) Housing; (d) Conservation; (e) Open-Space; (f) Seismic; (g) Noise; (h) Scenic Highway; and (i) Safety. The revision will consist of (a) a map which designates the City's planning boundary; (b) a test setting forth the planning objectives, principles, and standards appropriate in each element; and (c) a program for implementing each element.

The project is being conducted by the City of Hughson, Valley Planning Consultants, and the Stanislaus Area Association of Governments.

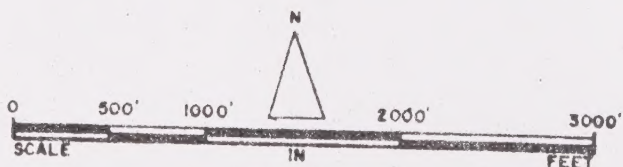
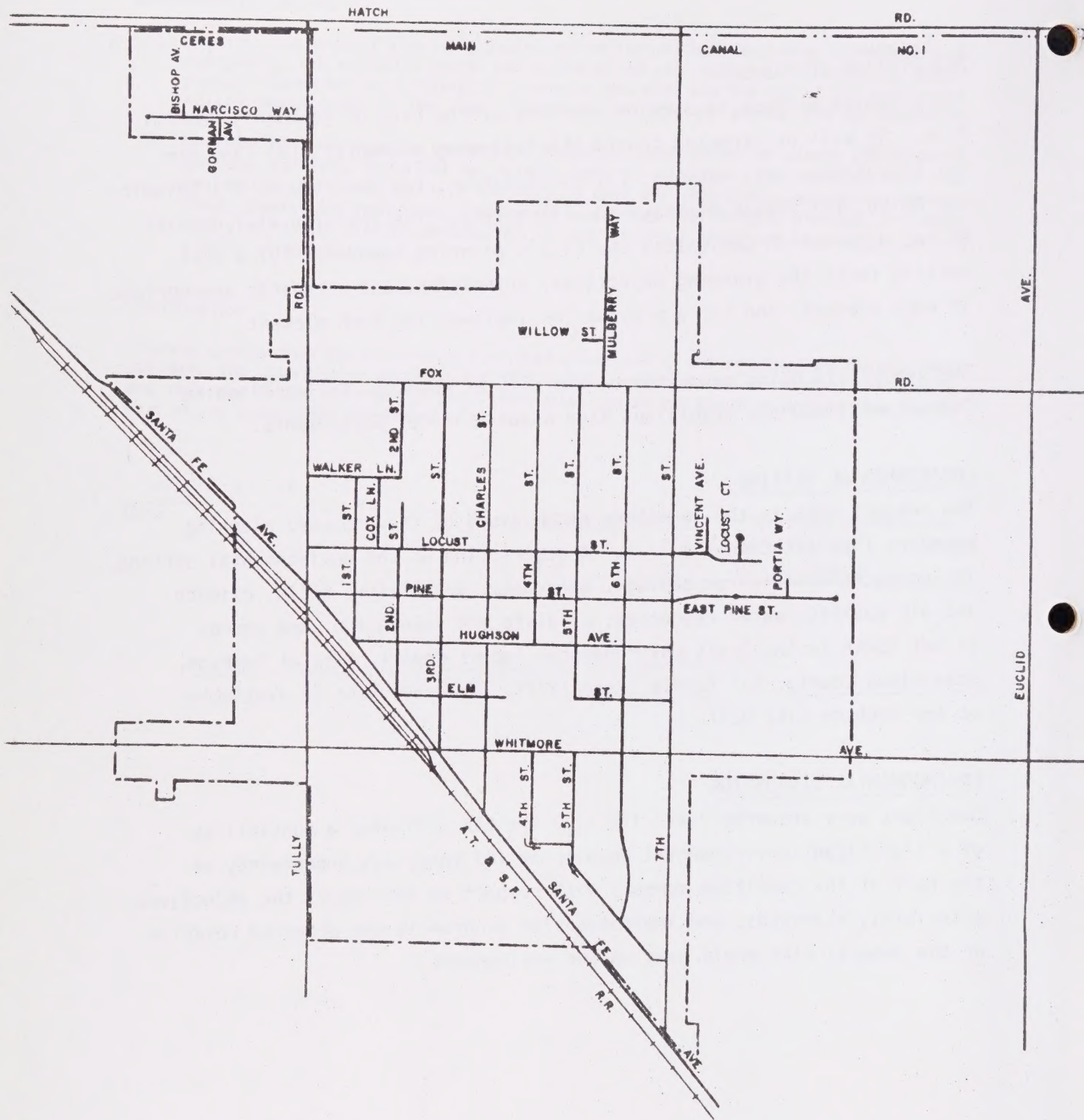
### ENVIRONMENTAL SETTING

The project site is the territory encompassed by the proposed planning boundary (See Attachment # 1 ). A description of the environmental setting, including information on geology, geography, seismicity, soils, climate and air quality, water resources, wildlife and vegetation, and energy is set forth in the Draft Environmental Impact Report, City of Hughson, Stanislaus County, California (June 1977). This document is available at the Hughson City Hall.

### ENVIRONMENTAL DISCUSSION

Questions were answered "yes" if: (a) the EIR indicated a possibility of a significant environmental impact; or (b) there was uncertainty on the part of the committee members with respect to the impact the objectives, principles, standards, and implementation program in the proposed revision of the General Plan would have on the environment.





CITY OF  
**HUGHSON**

UPDATED 2-80

U.C. BERKELEY LIBRARIES



C124908850



